2015
General Plan

City of Oakdale

Adopted January, 1994
(with Revisions through 12/04)

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Note: Housing Element is current version revised and adopted in December, 2003.

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SUMMARY OF THE PLAN

The 1993 Oakdale General Plan is intended to guide the 20-year development of the City, or to the year 2015 and beyond. The Plan is a comprehensive, integrated document containing a Land Use, Circulation, Open Space/Conservation Plans and a Public Facilities strategy for the City. Other sections address noise, safety, historic preservation and community appearance. The Plan relies on several support documents and reports including: Opportunities and Constraints Study Paper, Master Environmental Impact Report, Volumes I and II, Draft Oakdale Housing Element and Draft Public Facilities Plan. The Plan also presumes the City will be approving a Public Facilities Strategy Financing Plan, following the Plan's adoption.

The General Plan is designed to accommodate a 20-year forecast population of 29,000 persons. Actual holding capacity of the 2015 boundary area, if completely build-out would be about 39,000. A longer term boundary known as the Primary Study Area boundary or PSA has also been identified for continued monitoring related more particular to road network needs. The PSA includes the substantiality subdivided, existing neighborhoods of North Oaks, Country Club and the East Oakdale area. Build-out of these areas under current County policy is presumed to have a holding capacity of over 3,000 persons.

New residential growth through 2015 would occur in all directions around the City. The largest new area is the 1,200 plus acre area to the south and west of the existing City. The second area is north of the River with about 700 acres adjacent to the sewer plant surrounding the proposed Highway 120 Bypass west interchange. To the northeast, south of the River and east towards Stearns Road an additional 500 acres and finally southeast about 380 acres are proposed. The Land Use Plan promotes new residential areas to be developed based on a neighborhood concept, each with a either commercial center or more likely a school and park area as a community focal point.

The Transportation Plan is designed to accommodate both of the Highway 120 Bypass alternatives under study by the State, as well as provide some type of contingency for a no Bypass option. The Plan proposes several new river crossing options--one in the Crane Road area and a second as an extension of Orsi Avenue to Rodden Road (unless the southerly alternative known as Corridor 1, of the 120 Bypass is implemented), and finally a parallel crossing to the Yosemite bridge. A Highway 108 Southern Regional Expressway concept with two scenarios between the City's Airport and Stearns Road and east of the Airport is also identified.

Under the proposed Transportation Plan, A, D and J Streets would be extended to Stearns Road, Oak or Ash Avenue would extend south under the railroad tracks to Lexington Avenue. Greger Avenue would extend from Crane Road on the west, eastward to potentially tie into an Orsi Road extension, south of the Sierra Railroad.

Existing public services and utilities will require expansions to serve new growth within the City. Additional building space is proposed for the City administrative police and fire departments. The General Plan also establishes standards for the expansion of city sewer and water facilities required to serve new residential, commercial and industrial developments.

The Stanislaus River corridor would be preserved by developing a plan line along the river corridor, in consultation with other agencies. Open space would also be preserved in existing rural areas around the City of Oakdale, which are proposed for permanent agricultural uses and related activities. These agricultural open space lands surrounding the City will serve as a "greenbelt" separating Oakdale from Riverbank and the expanding Modesto area.

A primary aim of the City's General Plan effort has been to attempt to make the Plan self-mitigating regarding environmental issues, as well as focusing Plan policy review and development on the following issues and questions:

- **Traffic and Circulation:** Regardless of which Highway 120 Bypass Corridor is built, what should our Circulation and Land Use policy be? Are we covered for a non-Bypass scenario? What can we do to implement local options to address Highway 108 congestion problems and what bridge and rail crossings are needed?

- **Conservation of Resources:** How will we maintain the Stanislaus River corridor as an asset to our community and what should our policy be towards other sensitive non-river habitat areas?

- **Growth Assumptions, Need For Facilities and Their Funding:** Need for parallel Land Use and Circulation policy to account for Bypass alternatives and options for local loop road system, bridge and rail crossings. When will there be a need for sewer plant expansion; additional water storage, another fire station and other facilities?

- **Liveable Cities Concepts:** How can the City in a practical manner incorporate the Ahwanhee Principles other than promoting the opportunity for compact, mixed use and infill developments; a neighborhood focus, not necessarily commercial centered but related to schools and parks; and the greater use of creative planning tools and pedestrian orientation?

Having addressed the above issues throughout the chapters of this document, and having adopted the General Plan, the City assumes the responsibility to implement; to report on its continuous status; and to communicate with citizens and other agencies regarding the Plan's policies.

INTRODUCTION

The City of Oakdale General Plan provides a long-term policy guide for the physical, economic and environmental growth of the City. It encompasses what the City is now, and what it intends to be, and it provides an overall framework of how to achieve this future condition. It includes a 20-year land use boundary, as well as provides consideration to longer term planning related issues in an area called the Primary Study Area (PSA). It provides a circulation network and an overview of a facility plan to support the 2015 Boundary area. Housing needs and conservation of natural resources are addressed in a Housing Action Plan and Open Space Action Program.

Statutory Basis for the Plan

The General Plan is being prepared in accordance with the State of California Government Code Section 65300, which establishes the content of a General Plan. The mandatory elements are (1) Land Use, (2) Circulation, (3) Housing, (4) Conservation, (5) Open Space, (6) Noise, and (7) Safety. Optional reports and programs to the Oakdale Plan Update will include Public Facilities, Strategic Financing Plan and a Growth Management.

State planning law does not mandate or provide guidelines for the preparation of a public facilities and services component or element. However, communities in California must contend with the issues of providing adequate infrastructure and services to expanding populations and methods of financing these improvements. Infrastructure and services must be planned in conjunction with land use in order to properly accommodate growth. If a proactive stance is taken, problems associated with capacity or a lack of responsiveness can be avoided. The addition of this component illustrates the City's commitment to setting policy direction and lists actions to be undertaken or followed to meet the objective of providing adequate community infrastructure and services.

The General Plan is a dynamic document because it is based on community values and an understanding of existing and projected conditions and needs, all of which continually change. Any adjustments to the General Plan requires an amendment. Local governments may not amend any one of the mandatory elements of the General Plan more than four times in one calendar year (Government Code Section 65358(b). For all amendments, local governments must follow the procedures outlined in Government Code Sections 65350 et seq. This document represents the City's update of the 1986 General Plan (as amended through May of 1990).

The California Environmental Quality Act (CEQA) requires the jurisdiction to prepare an environmental impact report (EIR), if any aspect of the proposed General Plan may cause a significant effect on the environment. To assess potential effects, the City developed a Preliminary General Plan (PGP) document to serve as the project descripton for the DEIR. The City's intent has been that a final plan was to be formulated based on the results of the Master EIR review and public hearings process.

The Plan As Oakdale's Vision of the Future

The General Plan was developed through a cooperative effort involving The City Council, Planning Commission, other City Commissions, City staff and their consultants, as well as interested citizens who participated in the numerous hearings over the Update Programs three year process. Since the inception of the update effort a pervasive concern has been the establishment of a means for the City to maintain the high quality of life for our residents. Midway through the process a vision

statement was developed in addition to goal statements. That vision is provided on the accompanying page.

Who Will Use The Plan

The role of the updated General Plan, when modified and adopted, will be to act as "a constitution" for development, the foundation upon which all land use decisions are made. It will express community development goals and define public policy relating to the distribution of both public and private land uses. The plan is intended for use by local decision- makers as a "blueprint" for the City's future growth and development. Because the General Plan is primarily concerned with future conditions, it is necessarily a visionary document.

For Public, Developers and Other Agencies it serves the purpose of illustrating the City's vision of the future. It provides a general to specific guide and review of how the City is directing growth and strategizing the disposal of issues and needs.

For City Officials and Staff the document will be used on a daily basis in making decisions with direct or indirect land use implications. It will also be used by officials and staff of other government agencies (federal, state, and local) to provide a framework for interjurisdictional coordination of planning efforts.

How To Read And Use The Plan (Format)

Government Code provisions of what is required in a General Plan are often repetitive, requiring different elements to address the same topic areas. By using one document to address all mandated issues, the City has attempted to avoid overlapping bulky duplicative discussions.

The Plan is a single comprehensive integrated document. It addresses all of the State mandated issues, as well as those non-mandated issues important and unique to the Oakdale area. The Plan is oriented to provide a statement of goals and policies for City decision making on development issues focused through the year 2015. It contains projections and addresses policy considerations based on a 20-year concept. Notwithstanding this, it is also recognized that even longer term planning is appropriate so an extended planning area is identified called the Primary Study Area (PSA) boundary.

The Plan outlines City goals, guiding policies and implementation programs arranged by topic subject chapters. Two of the chapters or sections, also identify "Action Plans" which satisfy State mandates for Housing and Open Space. Several of the chapters include reference to "Appendix" and "Support Volumes" or "Reports", which may provide more detailed data and support information. An example of two support volumes are the Draft Housing Element and Draft Facility Plan. Both documents are summarized within this document. An actual separate adoption process is required for those documents.

Use of Maps And Diagrams

The Land Use Plan Map is the graphic focal point and summary of the Plan. However the Circulation and Open Space maps are equally or more particularly illustrate policies related to land use, circulation, conservation and public facilities. These maps are important in that they may contain information not presented elsewhere.

OAKDALE'S VISION AND COMMUNITY VALUES

A Vision For Oakdale: *A City committed to the larger Oakdale Community, their needs, their values and a quality of life for all; reflecting that commitment in how it develops and in the activities it undertakes.*

THE OAKDALE AREA COMMUNITY

One word symbolizes Oakdale of the past, present and future more than any other: COMMUNITY– all of the individuals and households who make the greater Oakdale area their home or work place. In other words the physical place called Oakdale will continue to reflect the central value of The Community as it moves from this century into the next. The Vision for Oakdale is the building block of our neighborhoods, civic institutions and schools and provides the motivation for everything the City and its leaders do jointly to shape the future.

The Community idea embraces the following Values:

- **Sense of Place:** A strong sense of place will exist in the City's Core and in our neighborhoods;
- **Diversity:** Individuals, single parent families, traditional families of all ethnic and cultural backgrounds will be welcomed, leading to a variety of housing types and costs, as well as job opportunities;
- **Education:** We will be known for our commitment to education at all age levels, and will design neighborhoods recognizing learning centers and school attendance areas;
- **Heritage:** The artifacts of our past will be preserved as a reminder of values which made Oakdale special;
- **Respect for Rights and Responsibilities:** We will respect rights and accept responsibilities, leading to unyielding protection of life and property through reliable law enforcement and active, sensitive service to those members of the Community who need help;
- **Cost of Effective Delivery of Services:** Delivery of public facilities and services will be timely and cost effective, leading to high levels of volunteerism and fair-share allocation of costs to those who benefit;
- **Leadership:** Oakdale will be a leader in the northeast County area;
- **Pride:** We will be proud to a part of the larger Stanislaus County Community, with sustained programs for involving citizens in their community;
- **Partnerships:** We will be involved in partnerships between government and business, developers and citizens, leading to increased economic, social, and environmental benefits;
- **Employment:** We will have broad opportunities for employment and generate effective levels of public revenue with expanded commercial, office and industrial development;
- **Environment:** We will be sensitive to the balance between development and nature, through development standards and patterns, thereby creating a sustainable community in which stewardship and ownership find a common bond.

These values have shaped the Oakdale of today. They remain valid. The dynamics of growth will make some dimensions of our vision easier to achieve and others more difficult.

With the Vision as its foundation, the task of the General Plan is to answer the question: "How can Oakdale continue to grow and sustain the values which make it special?"

Why a Vision for Oakdale? To state the most desirable qualities that will prevail for our future, capitalizing on its values and opportunities, and inspiring its citizens to acheive the Community's potential.

The Land Use Map (Figures 1-1, 1-2 and 1-3) and Circulation Diagram (Figure 3-1) provide a pictorial guide. Actual ground determination must be based on more specific review of natural geographic features, roadways and property lines during rezoning and project reviews. General and specific policies, implementation statements and standards and criteria further clarify the intent of the map and diagrams.

Use of Terms and Definition of Goal, Policy and Implementation Statements

Goal: Statement of general aim of the City, toward which all effort is directed.

Policy: Statement to be followed in the decision-making process, to assure the attainment of Oakdale's stated goals.

Implementation: Programs and actions to carry out policies.

Internal Consistency

State law and several significant judicial decisions require the separate parts of the Plan to be fully integrated and relate internally without conflict. This horizontal consistency requirement even extends to diagrams and figures, as well as to text, in addition to policies. All portions of the Plan should have equal weight. No one chapter may supersede another. The City's update program has provided an opportunity to satisfy the requirements of both comprehensiveness and consistency.

General Rule For Determining Consistency

An action, program, or project is consistent with the General Plan if, considering all its aspects, it will further the policies of the plan and not obstruct their attainment. This rule clarifies that consistency does not require all subsequent City actions to be specifically anticipated by the Plan.

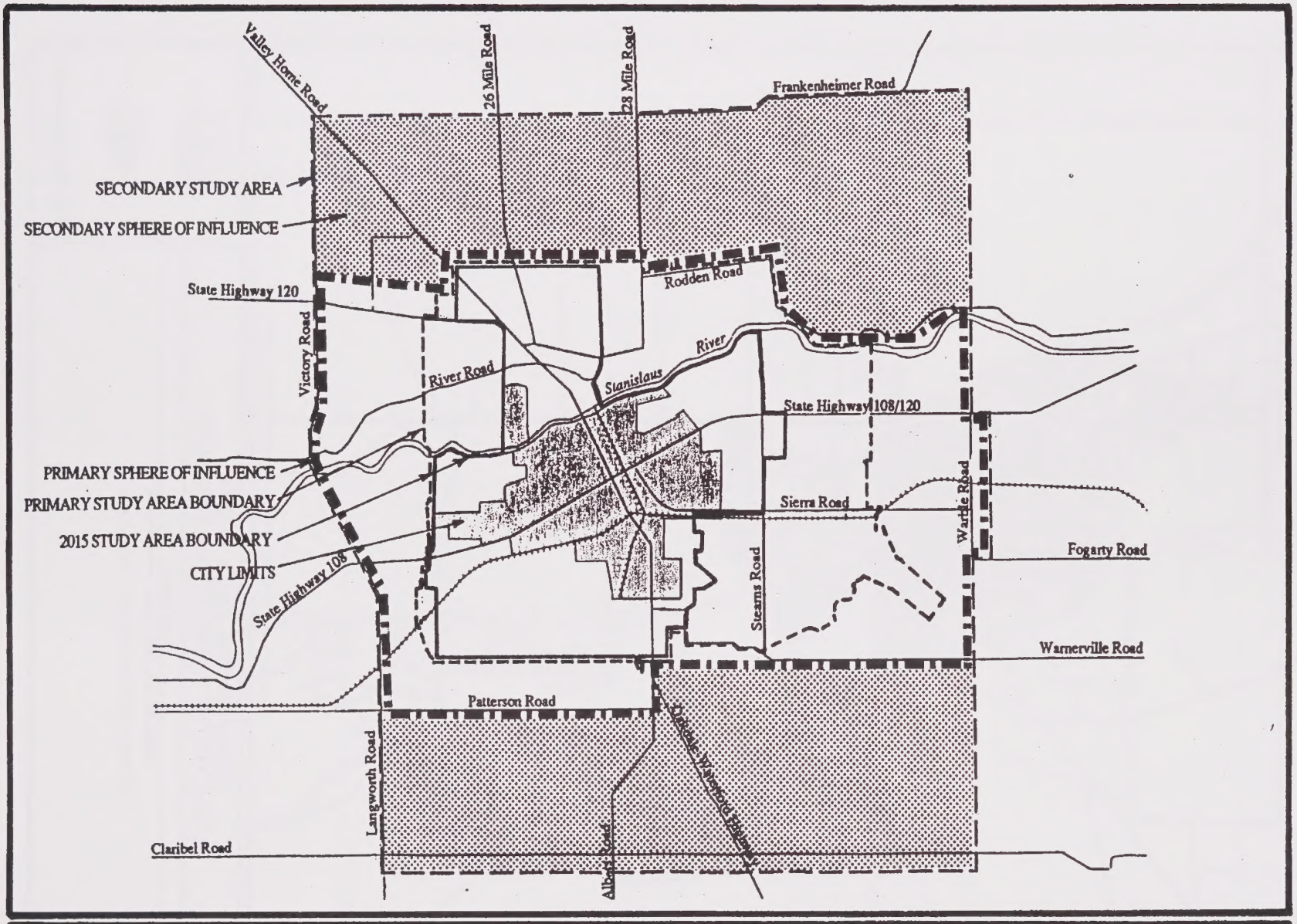
The easiest way to use the General Plan and determine whether an action or project is not in conflict is to follow the following steps:

a. Check the Land Use Map and other maps.
b. Check if there is specific policy or implementation statements related to the area or the projects characteristics, example traffic and sensitive areas.

Despite all efforts at internal consistency, policies invariably reflect competing issues which will require judgement and weighing of the multiple issues when deciding on whether a project is consistent or not in conflict with the City's vision of its future.

OVERVIEW OF BOUNDARIES AND DOCUMENTS

For the purposes of the General Plan program, a **Primary Study Area** (PSA) was established. This was identified as needing ongoing planning for growth and resource conservation. This Primary Study Area is generally bounded by Crane Road on the west, one mile north of Valley Home Road, Dillwood Road on the east, and Lexington Avenue on the south. This area contains approximately 20 square miles. Within this Primary Study Area, a Preliminary General Plan document was developed. Land use designations, a circulation plan and public facilities plan were outlined per issues analysis, to facilitate environmental analysis. The PSA is illustrated in Figure 2, as well as other maps.



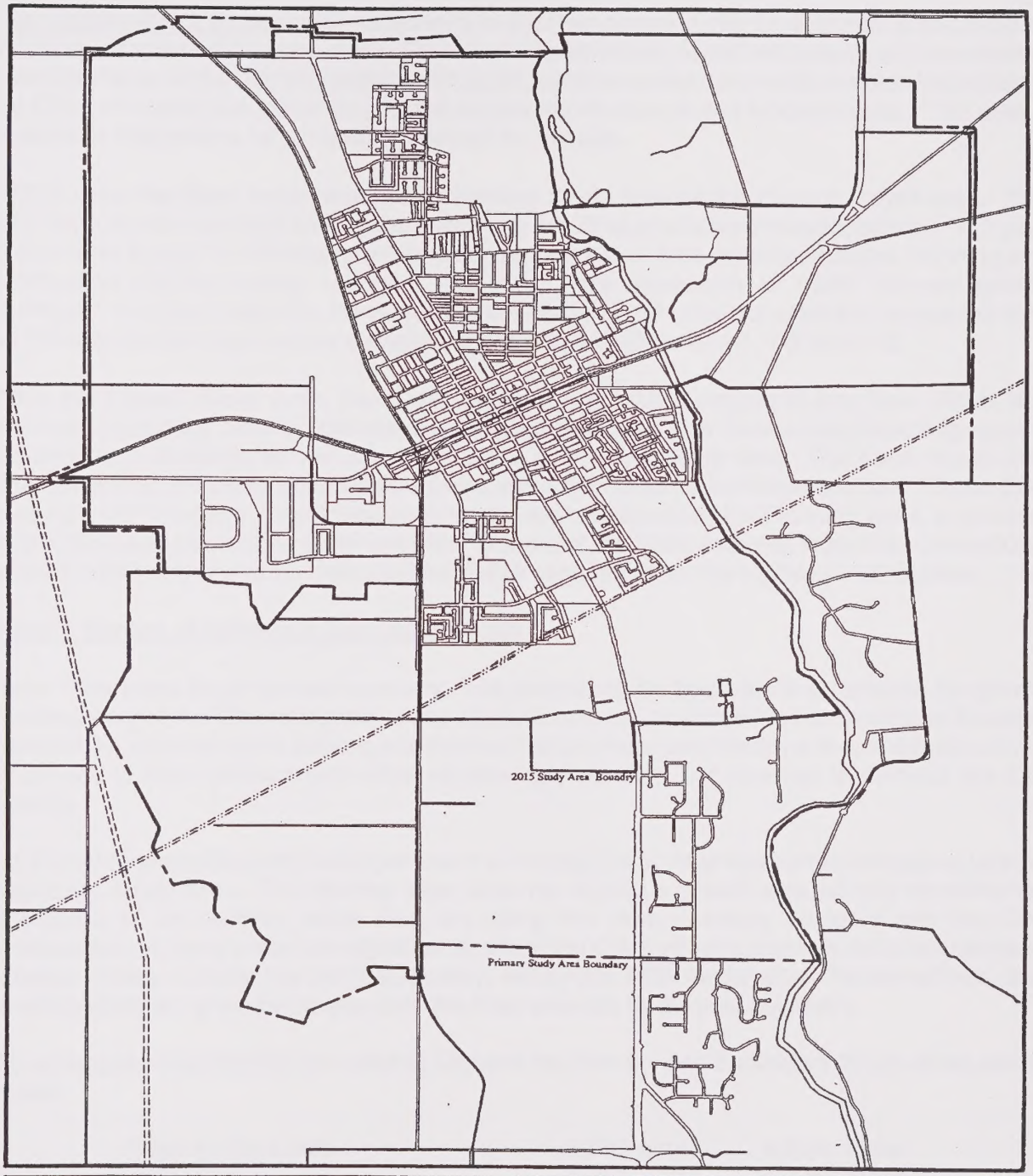
LEGEND

- CITY LIMITS
- 2015 STUDY AREA BOUNDARY
- PRIMARY STUDY AREA BOUNDARY
- PRIMARY SPHERE OF INFLUENCE
- SECONDARY SPHERE OF INFLUENCE
- SECONDARY STUDY AREA

GENERAL PLAN STUDY AREAS

HARLAND BARTHOLOMEW & ASSOCIATES, INC.
SACRAMENTO, CA

FIGURE 1



CITY OF OAKDALE
STANISLAUS COUNTY
CALIFORNIA

NORTH

HARLAND BARTHOLOMEW & ASSOCIATES, INC.
SACRAMENTO, CA

STUDY AREA BOUNDARIES
YEAR 2015 and PRIMARY STUDY AREA

LEGEND

2015 STUDY AREA BOUNDARY

PRIMARY STUDY AREA BOUNDARY

FIGURE 2

A **Secondary Study Area** was identified early in the Plan covering a larger area with approximately 37,000 acres or over 57 square miles. This area was tentatively identified to serve as a permanent "greenbelt" around the City of Oakdale, with agricultural uses and rural residences on larger tracts. The City's interest is not to merge with the expanding Riverbank and Modesto area. This area is intended to recognize a larger area of interest for the City.

A **2015 Area** has been established within Primary Study Area as the 20-year growth area. This 2015 Area contains enough land to accommodate the 2015 population forecast, plus a 5- to 7-year surplus land supply for development to allow sufficient lead time for infrastructure planning and construction and for market options. The 2015 Area represents an initial "20-year growth boundary." In future years the 20-year boundary is expected to be adjusted and expanded in to the Primary Study Area in areas designated Reserved on Figures 1-1, 1-2 and 1-3.

Within the Primary Study Area, four **Case Study Areas** (CSA) ranging in size from 500 to 900 acres were analyzed. Detailed site plans were prepared for each of these areas, including specific land uses and densities, as well as school parks and public facility sites. The Case Study Area plans are similar to subdivision tentative plans without lot lines for individual parcels. These CSA plans assisted in a more specific review of issues and needs within the Planning Area, and where used in the preparation of the DEIR analysis. Several of the CSAs included more than one buildout scenario which are based on Caltrans alternative alignments for the Highway 120 Bypass.

Primary Sphere of Influence Boundary (PSIB)

Figure 1 illustrates the proposed boundary. The purpose of the boundary is to: enclose the growth area boundary of the City; recognize areas which should not be subdivided or developed in estate or smaller lot sizes except in existing established Estate areas; and identify areas which should not be allowed to form independent urban service type districts, but required to connect the City services.

The Primary Sphere Boundary is larger than the Primary Study Area boundary overlapping into the Secondary Study Area. The overlap area does not signify a growth area, simply identifies the importance of the territory since they are along the main roadway corridors into the City. Development in these areas can significantly affect the City's effort to promote an urban centered concept. Areas outside the 2015 Boundary, within the PSA designated "Reserved" are also considered interim greenbelt areas until the Plan amends its 20-year boundary.

The acreages comprised by the existing City and the Primary and Secondary Study areas are as follows:

Existing City Limits	2,542 acres	4.0 sq. miles
2015 Area	6,000 acres	9.0 sq. miles
Primary Study Area	10,675 acres	16.6 sq. miles
Secondary Study Area	36,598 acres	57.2 sq. miles

Background Study Papers
A series of Study Papers were developed as part of the City's Update Program. Study Papers included the following:

Population
Housing
Land Use
Circulation and Transportation
Public Facilities
Biological Resources
Cultural Resources
Hydrology, Flooding, Groundwater
Soils, Geology, and Seismic Activity

Preliminary General Plan (PGP)
Early in the City's Update Program a Preliminary General Plan was developed as the project description to assist in the preparation of the Master Draft Environmental Impact Report. That document contained Assumptions and Issues, Opportunities and Constraints, initial Goals and Policies. Three land use plan alternatives were presented. These alternatives were also used in the Environmental Impact Report. Future use of this document would be to revisit issues and assumptions which influenced the adopted Plan.

Environmental Impact Report (EIR)
A Master Environmental Impact Report is contained in a separate document. Three alternate land use plans and street networks were developed as a basis for the EIR analysis. The three land use alternatives are cumulative. Alternate One provided for moderate growth on the fringes of existing development, with a build-out population of 25,000. Alternate Two expanded the urban area north of the Stanislaus River and to the southeast and southwest of Oakdale, which would accommodate a future population of 42,000. This scenario is most similar to the Land Use Map adopted. The Alternate Three land use scenario contained in the Environmental Impact Report would have resulted in an ultimate build-out population of about 50,000. The EIR establishes the setting, impacts and mitigation measures for a range of issues, including soils, geology hydrology, vegetation, wildlife, air quality, noise, transportation, land use, housing and population, public facilities and cultural resources. Resource maps in the EIR will be used as part of the City's Open Space Action Plan.

Mitigation Monitoring Program (MMP)

This document outlines how the City intends to dispose of the various mitigation measures recommended by the EIR. The City will adopt a Mitigation and Monitoring Program, a separate document, which identifies how the mitigation measures in the EIR are going to be carried out.

Comparison of the 2015 Plan to the Earlier 1986 Plan (as Amended Through May 1990)

The 1986 General Plan (as amended through May 1990) boundaries can generally be described, west to east, as the area between Crane Road and North Stearns Road, above State Highway 108 (F Street) and midway between Orsi and South Stearns Roads below 108. Except for the 100 acre area of the sewer Plant, the Plan boundary did/does not extend north of Stanislaus River. To the south, the boundary extended to about 1/2- mile wide south of the Southern Pacific and Sierra Railroad, terminating at Warnerville Road.

In contrast, the 2015 Plan Boundary adds about 2,500 acres to the 1986 Land Use Plan. In terms of land use designations, less than 200 acres has been added for Industrial, 300 acres for Commercial and Office designations, with the balance in the various Residential designations. Adjustments within the existing City, include a net reduction in High Density areas, offset by an increase in the Medium Density designation.

The most notable addition is north of the Stanislaus River, with about 700 acres, north and east of the City's Waste Water Treatment Plan. The area encloses the proposed Highway 120 Bypass's west interchange which is part of the programmed 120 project, currently under environmental assessment. The largest expansion is to the southwest over 1,000 acres. The area is east of Crane Road and west of Kaufman Road extending south to Lexington Avenue. Other smaller additions include about 240 acres to the southeast to South Stearns Road, and 300 acres south along South Yosemite Avenue between Kaufman and Post Roads to the Oakdale Waterford Highway intersection.

CITY OF OAKDALE'S GOALS

The following goals represent the City's ultimate aims for its future.

I. Adequate amount of land planned for urban development to accommodate projected growth where appropriate level of services are or can be made available.

II. Efficient use of land and a functional development pattern with varied and compatible land uses.

III. Craft a vision for the City which maintains or enhances the quality of life.

IV. Create a positive development environment.

V. Face our regional responsibilities.

VI. Meet the needs of all the people and accommodate a growing economy.

VII. Assure that people and activities are arranged on the landscape such that access is provided in a rational, efficient, and equitable manner.

VIII. Better decisions through facility and fiscal strategic planning for long-term health and prosperity.

IX. Conserve natural resources and protect the environment.

X. An environment which minimizes the loss of life and property from natural and man-made hazards.

XI. Shape the built environment for the benefit of society.

XII. Create a positive visual image for Oakdale.

XIII. Visual boundaries between new neighborhoods encouraged to promote a sense of place.

CHAPTER 1 LAND USE

1.1 Introduction

The Land Use Plan presents a basic arrangement of the City for the future development of Oakdale. The plan attempts to guide the present pattern of development and recent growth trends into an orderly and logical arrangement. The plan is based upon goals and policies established by the City of Oakdale, the land use opportunities and constraints discussion, as well as the assumptions and issues that were articulated early in the planning process.

Statutory Authorization
State Law (Government Code Section 65302[a]) requires that the Land Use Element of a General Plan designate the proposed general distribution and general location of housing, business, industry, open space--including agriculture, natural resources, recreation, and enjoyment of scenic beauty--educational facilities, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element must also include standards for population density and building intensity for each designation, and must identify areas subject to flooding.

The Land Use Plan must recognize and designate agricultural lands (Government Code Section 65570). The State Department of conservation compiles "Important Farmland Series" maps based on information from the United States Soil Conservation Service. These maps identify several categories of land suited to agricultural uses, based on soil quality and characteristics. These maps are located in the Environmental Impact Report and referenced as resource maps for the City's Open Space Action Program (OSAP) outlined in Section 4.10.

The City's General Plan is an integrated comprehensive document. Though this chapter is titled Land Use, it is not a stand alone element of the City Plan. Other topic chapters include policies which must be used and considered in concert with those listed in Section 1.6 and 1.7. Likewise the text discussions within the individual chapters also provide additional perspective as to some of the issues, assumptions and strategies which must be considered during use of the Plan. See Section 2.3 in Chapter 2 for Population Forecast Overview.

1.2 Land Use Categories

This section provides a brief description of each land use category shown in the Land Use Plan, Figure 1-1 and 1-2. This map centers on the 2015 Area. The entire Primary Study Area (PSA) and proposed Primary Sphere of Influence boundary is shown generally on Figure 1 (Introduction Chapter) and on a larger separate map, and may or may not be included in this document due to its size. The larger map also illustrates the Secondary Study Area and Secondary Sphere boundaries. See Introduction Chapter for a description of these boundaries and purpose of the Primary, Secondary, as well as Case Study Area boundaries.

The "urban categories" are reviewed first, followed by the two "rural categories" of Rural Estate and Agriculture. Each designation also identifies a density range, housing type or employee ratio reference, height standard, floor area ratio (FAR) and reference to its general equivalent zoning district.

To view the most current and up-to-date copy of the Oakdale 2015 General Plan Land Use Diagram, please visit our website at: www.ci.oakdale.ca.us

The maps can be viewed by choosing Community Development from the main menu, and then selecting "City Maps" from the menu on the Community Development Departments' home page.

A direct link to the City General Plan map in .pdf is:

http://www.ci.oakdale.ca.us/PublicWorks/maps/General%20Plan%20Map%2007-25-00.pdf

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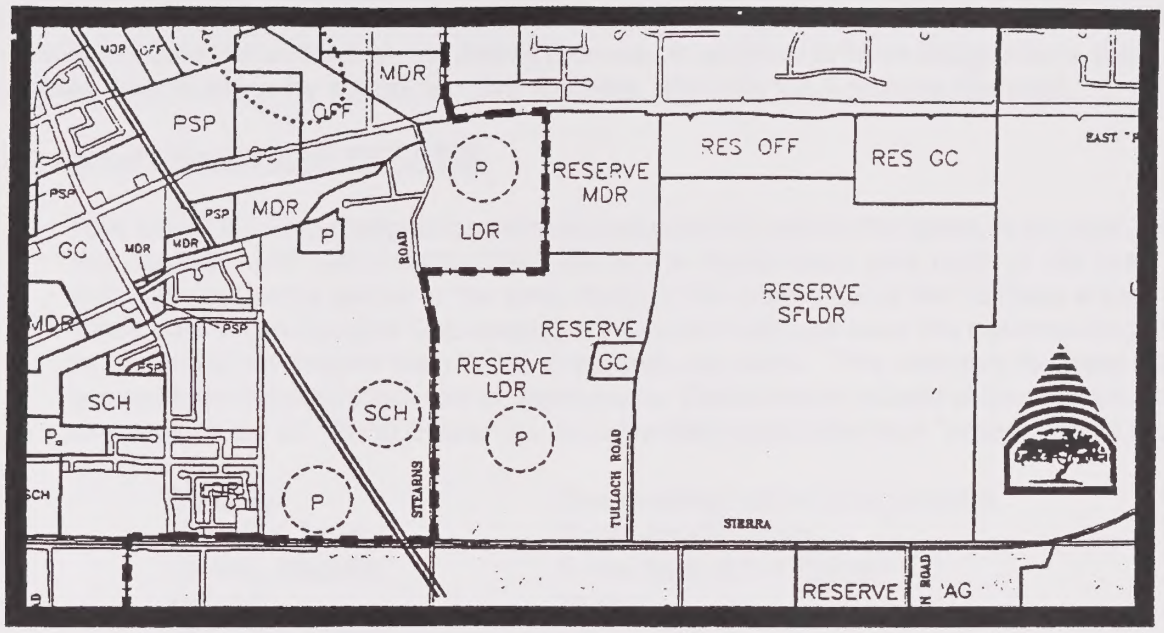
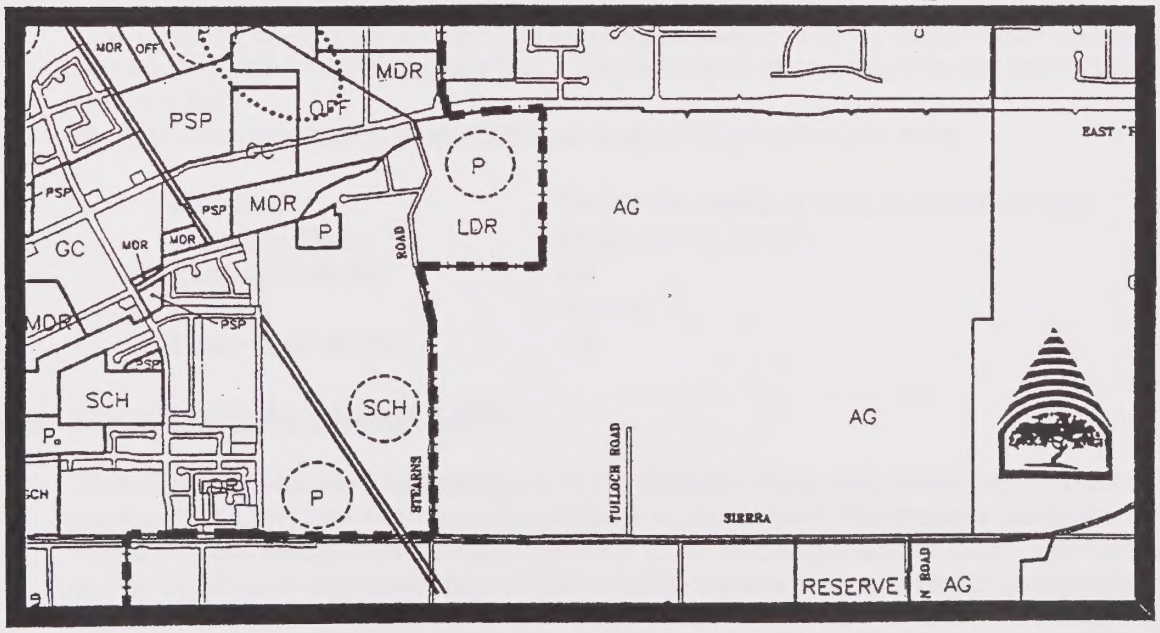


120 Bypass Corridor #1 (South)



120 Bypass Corridor #2 (North)

CLARIFICATION MAP ILLUSTRATING TWO LANDUSE SCENARIOS FOR SOUTHWEST OF SOUTH STEARNS ROAD AREA RELATED TO BYPASS OPTIONS.

FIGURE 1-3

The land uses allowed within each designation are shown in Allowable Land Use by Category (Table 1-2). These examples are only intended to provide further guidance and are not an exclusive list. It must be assumed that other development types may meet the intent of the land use category determined through the zoning process. In addition to these designations, plan policy promotes opportunities for mixed use development. Section 1.3.5 reviews the topic.

1.2.1 Estate Residential (EST RES)

This Land Use Plan designation primarily includes the residential areas to the east, around the Oakdale Golf and Country Club, and in the North Oaks area north of the river. The average residential parcel in the area north of the river is about two to three acres, while those east of the Country Club average one-acre in size, as such the assumed population is presumed no greater than 2.5 to 5 persons per acre. This category is designated to preserve the large lot character of these areas. Estate areas outside of the urban boundary are designated as "Rural Estate" so as to be distinguishable from "urban" estate areas.

Density:	One dwelling unit or less per acre
Housing Type:	Single-family house
Zoning District:	A new type of E-1 District
Height:	35 feet
Floor Area Ratio:	1.0

1.2.2 Single-Family Low-Density Residential (SFLDR)

This land use category is intended to establish areas for slightly larger lots than the current lot size of 5,000 to 8,000 square feet. The density of two to six units per acre translates to lots of 6,000
to 15,000 square feet is permissible, and up to 12 persons per acre.

Density:	Two to six dwelling units per acre (gross)
Housing Type:	Single-family house
Zoning District:	RA
Height:	35 feet
Floor Area Ratio:	1.0

1.2.3 Low-Density Residential (LDR)

This is the largest land use category in the General Plan, with about 960 acres identified on the 2015 Land Use Plan and an additional 2,000 acres in the reserve designations. The density of this designation ranges from four to 10 dwelling units per acre, which translates to net lot sizes of approximately 3,000 to 8,000 square feet or up to 25 persons per acre. Most of the existing residential lots in Oakdale are in this range, and it is anticipated that most future lots will be in this size range.

Density:	4-10 dwelling units per acre
Housing Type:	Conventional detached single-family, attached single-family, patio, zero lot line units and manufactured. Some multi-family types could also be expected.
Zoning District:	R-1, R-2 or PD
Height:	35 feet
Floor Area Ratio:	1.0

1.2.4 Medium-Density Residential (MDR)

This designation is intended to provide a mixture of low- and medium-density residential development. Permissible population per acre is up to 35 persons.

Density:	8-14 dwelling units per acre
Housing Type:	Conventional detached single-family, patio, zero lot line units and manufactured, duplexes, triplexes, and townhouses
Zoning District:	R-1, R-2, R-3 and PD
Height:	35 feet
Floor Area Ratio:	1.0

1.2.5 High-Density Residential (HDR)

This land use category allows virtually all types of housing; however, the main purpose of this designation is to provide for apartment and condominium complexes. Because high-density projects would generally include multi-story structures, a limited amount of land is designated in this category. Up to 80 persons per acre is permissible.

Density:	10-28 dwelling units per acre
Housing Type:	All types, from single-family through apartments
Zoning District:	R-2, R-3 and PD
Height:	50 feet
Floor Area Ratio:	1.0

1.2.6 General Commercial (GC)

This designation on the Land Use Plan is applied to all commercial areas outside of the central business district. It essentially represents the newer commercial districts and growth areas for business development. The larger general commercial areas along major arterial routes are intended for shopping centers, automobile uses, lodging and general commercial activities. The smaller commercial areas are designated for more local businesses providing convenience goods and services.

Intensity:	Building to cover 25% of lot area, with a maximum
Employee Ratio:	One employee per 800 sq. ft. of floor area
Zoning District:	C-1 and C-2
Height:	35 feet
Floor Area Ratio:	1.0

1.2.7 Central Commercial (CBD)

This designation is applied to the historic central business district of Oakdale, centered at F Street and Yosemite Avenue. Some of the older buildings in this area front directly on the sidewalk, with the building covering a greater portion of standard lots. There are usually no side yards in the original commercial district, and very limited space for parking and

loading. This historic "downtown" area is surrounded by buildings and uses developed in later years, which have setbacks and more off-street parking. The entire central commercial district is located within the City's Redevelopment Plan Area.

Intensity:	Buildings to cover 50% of lot area, on average, with no maximum limit
Employee Ratio:	One employee per 600 sq. ft. of floor area
Zoning District:	C-C and C-2
Height:	35 feet
Floor Area Ratio:	2.0

1.2.8 Office/Research (OFF)

This category is intended to create attractive "office parks" with extensive open space and landscaping, as well as "out-of-sight" open storage and loading bays ***and to provide sites for residential-office uses as transitional uses between general commercial and residential neighborhoods.*** Good site design and architectural quality are expected to encourage recruitment of businesses looking for well-planned areas. This category does not preclude commercial uses, the intent is for them not to be the primary use within designated areas. See "Mixed Use Development", Section 1.3.5.

Intensity:	Buildings to cover an average of 20% of a parcel, with a maximum of 35% floor-to-acres ratio
Employee Ratio:	One employee per 300 sq. ft. of floor area
Zoning District:	New District, PD, ***Neighborhood Office (N-O) District***
Height:	35 feet
Floor Area Ratio:	1.0 ***(Adopted Council Resolution 2004-197 Nov. 15, 2004)***

1.2.9 Industrial (IND)

This land use designation provides for all types of industrial activities, manufacturing and processing of all types, as well as warehousing and open storage. Commercial uses should only be permitted on a limited basis to serve the Industrial area and not fostering strip commercial highway oriented traffic. Secondary schools and public recreation facilities can also be permitted subject to the Use Permit process.

Intensity:	Buildings to cover 15% of the parcel, on average, with no maximum limit
Employee Ratio:	One employee per 1,000 sq. ft. of floor area
Zoning District:	LM, M-1, and M-2
Height:	70 feet
Floor Area Ratio:	1.5

1.2.10 Public and Semi-Public (PSP)

This land use designation includes public uses, such as government administrative buildings, libraries, police and fire stations, sewer and water plant sites, corporation yards and the airport. Semi-public institutional uses included hospitals, churches, cemeteries, golf courses, private clubs, utility offices and yards, and buildings for educational, religious or charitable uses.

Zoning District:	Allowed in any zone. Wide range and coverage or employee ratios
Height:	35 feet
Floor Area Ratio:	1.0

1.2.11 Open Space (OS)

The purpose of the open space category is to retain lands along the Stanislaus River, and other sensitive areas, in a natural or rural state, or in a maintained or monitored state. This would preserve the visual and scenic qualities of the river corridor, protect wildlife habitat, and link a variety of parks, recreational areas and public sites.

Open space would ideally be acquired by a public agency or placed in a non-buildable easement. Existing orchards or vineyards are appropriate for open space preservation, as are park, recreational and public sites. Flood plains, wetlands, and other environmentally-sensitive areas throughout the Planning Area should be included in this category. Very little area has been identified on the Land Use Plan in this designation. The City also uses the Plan designation of Agricultural to serve a similar purpose.

Zoning District:	A-1, A-2 or new category
Height:	35 feet
Floor Area Ratio:	0.1

1.2.12 Parks (P)

This category includes all park and recreational sites operated by the City, the County, a state or federal agency, including small neighborhood parks, large parks such as Kerr Park, and the recreational areas along the river. Developed and undeveloped sites are included in this category. Where identified by a dotted circle, this designation does not identify a specific site but recognizes one is needed in neighborhood area. New sites are not required to be identified on the Land Use map.

Height:	35 feet
Floor Area Ratio:	1.0

1.2.13 Schools (SCH)

Includes all public schools, grades K-12, and private or religious schools offering a similar curriculum. Developed and undeveloped school sites are included in this category. The School Board would determine the specific site of any proposed school, and would evaluate future need for the facility. Where identified by a dotted circle, this designation does not identify a specific site but recognizes one is needed in neighborhood area. Sites are not required to be identified on the Land Use map to be determined consistent with the Plan.

Height:	35 feet
Floor Area Ratio:	1.0

1.2.14 Agriculture (AG)

This designation is primarily associated with the greenbelt which surrounds the future Oakdale Urbanized Area. All types of agricultural uses are appropriate, including crop land, orchards, vineyards, grazing, grasslands, nurseries, livestock holding areas, as well as agricultural processing or storage facilities. Farm housing and ancillary uses, such as agricultural service facilities, are also included. Residential uses on small lots and subdivisions are specifically excluded, so as to retain the open rural character of the greenbelt. City policy promotes retention in larger parcel sizes primarily 40 acres or larger.

Zoning District:	A-1, A-2 or new district
Height:	35 feet for dwellings and 70 feet for agricultural structures
Floor Area Ratio:	1.0

1.2.15 Rural Estate (RUR EST)

Within the secondary study area, there are several locations with established residences, primarily in large five-, 10- and 20-acre parcels. This designation recognizes these areas and permits continual lot divisions for residences, with a minimum parcel size of five acres. The intent is to retain the ranchette character of the areas, which is the very reason the residents opted for larger individual parcels. Smaller lot sizes could significantly impact service-support facilities needed, including such items as streets and schools.

Height:	35 feet
Floor Area Ratio:	1.0

1.2.16 Reserve Designations

The land areas between the 2015 Area Boundary and the Primary Study Area (PSA) Boundary are generally designated as "Reserve LDR, Reserve MDR or Reserve GC. The reserve designation indicates that these areas should only be developed for agricultural purposes with a 40-acre parcel minimum. Following the development of the 2015 Area - these lands would then be used for their land use designation - LDR, MDR, etc. Essentially, the Reserve designation means that these areas should not be developed until after 2015 or per subsequent adjustments to the 20-year plan boundary. Note Figure 1-3 illustrates two scenarios for the southeast area. Appropriate interim zoning would be Agricultural. As part of the City's "urban centered" orientation, areas are also considered as interim open space areas to be protected.

1.3 Description of the Land Use Plan

1.3.1 The 2015 Land Use Plan Areas

The population forecast anticipates a population of approximately 29,000 persons by the year 2015. The 2015 Area, if completely built-out, contains enough land to accommodate a "computed population" of 38,967. This assumes the absence of vacant or underutilized land. The 2015 year boundary is larger to provide a 5- to 7-year excess supply of land ensuring adequate lead time and options for facility planning and financing strategies. The vacant land also allows for the operation of a normal market place with options for development to assist in the provision of housing.

Table 1-2
LAND USE BY CATEGORY

Land Use Category	Allowable Land Uses	Land Use Examples
RESIDENTIAL		
SF LDR (Residential Very Low Density)	Range of Residential from large lot residential to large lot subdivision	• One residence per existing parcel (in-fill) • One residence per larger lot residential • Open Space (see Parks)
LDR (Residential Low Density)	Range of residential from large lot subdivision to duplex development within a traditional detached residential development and lower density attached residential.	• Single-family detached on smaller parcels • Open Space (see Parks)
MDR (Residential Medium Density)	Range of residential from attached medium density single-family to higher density apartment and condominium development.	• Single-family attached • Condominiums • Apartments • Garden Apartments • Townhomes • Open Space (See Parks)
HDR (High Density Residential)	Range of residential from higher density apartment to condominium.	• Higher density apartments and condominiums • Open Space (see Parks)
COMMERCIAL		
GEN COM (General Commercial) and CBD COM (Central Business District Commercial)	Business	• Neighborhood commercial • General commercial • Wholesale commercial • Commercial recreation • Auto sales and service • Discount stores and factory outlet stores • Warehouse stores • All office uses • Medical facilities • Public and private research facilities
	Semi-Public/Public	• Medical facilities • Academic institutions
	Community Facilities	• Fire stations • Day care facilities • Post offices • Transit facilities
OFF	Office	• Research & Development • Medical Office • Professional Office

TABLE 1-2 (Continued)
LAND USE BY CATEGORY

Land Use Category	Allowable Land Uses	Land Use Examples
INDUSTRIAL		
IND (Industrial)	Industrial/Office	• Heavy Industrial (Manufacturing) • Light Industrial • Fabrication/Assembly • Warehousing • Heavy commercial • Corporate headquarters • Professional offices • Technical support offices • Flex offices
	Community Facilities	• Fire stations • Day care facilities • Post offices • Transit facilities
PUBLIC AND SEMI-PUBLIC		
PSP (Public and Semi-public)	Community Facilities	• City Hall/Administrative offices • Courthouse • Police/Fire Stations • Post offices • Transit facilities • Schools • Water/sewer treatment facilities • Day care facilities • Auditoriums • Exhibit Halls/Galleries • Theaters • Hospitals • Community centers • Neighborhood centers • Social Service centers • Parks • Open Space • Gateways • Park-n-Ride lots
	Semi-Public	• Private medical • Private academic institutions • Public/Private research facilities
	Open Space	• Golf courses • Community facilities • Active play fields • Landscaped areas • Natural/Wildlife areas • Detention/Recharge areas

TABLE 1-2 (Continued)
LAND USE BY CATEGORY

Land Use Category	Allowable Land Uses	Land Use Examples
PARKS		
PKS (Parks)	Parks/Open Space	• Golf courses • Parks and recreation facilities • Urban parks/plaza • Bicycle/walking areas • Water features • Wetlands • Landscaped areas and corridors • Natural open spaces/wildlife areas • Water recharge and detention facilities • Community facilities • Active play areas • Private commercial recreation areas
AGRICULTURE		
AG (Agriculture)	Agriculture	• Truck farming • Roadside stands • Agricultural research • Residences related to agricultural operations • General field crops • Tree crops • Customary animal husbandry • Livestock ranges • Field crops • Nurseries • Greenhouses • Ag-related residences • Ag-related structures • Oil/gas well drilling • Living quarters for persons employed on farm • Offices incidental to the permitted use
	Parks	• Golf courses • Parks and recreation areas
RURAL ESTATE		
RUR EST (Rural Estate)	Residential with large lots; minimum, one acre	• Farm residences • Tenant, farm residences • All agricultural activities (See AG)

Residential Uses: The 2015 Area provides almost 4,000 acres for residential development, including both existing and new growth areas. The largest designation is the Low Density Residential (LDR) area with 2,621 acres or 85-percent of total residential acreage. The Plan provides for new residential growth in all directions, but more particularly in four major areas:

North of the Stanislaus River

The most notable addition to the City's Plan is north of the Stanislaus River, with about 700 acres, anchored to the north and west by the City's Waste Water Treatment Plan. The area encloses the proposed Highway 120 Bypass' west interchange, which is part of the programmed 120 project, currently under environmental assessment. Implementation is expected in 1999.

The rational for including this area in the 20-year boundary is primarily due to the growth inducing influence expected from the proposed west interchange. Another reason is that the City's sewer treatment plant is strategically located to serve the area.

Traffic analysis forecasts the need for additional bridge crossings depending on which 120 Bypass route is implemented. The existing Yosemite Bridge can not be widened, another parallel crossing would be required, however not necessarily just to serve the 2015 north area.

The existing North Oaks Subdivision area, east of 28-Mile Road between Rodden Road and the River, is assumed to build-out with 3-acre sized estate lots. This is despite the area being outside of the 20-year boundary. Other areas outside the boundary were excluded primarily due to their clearly requiring additional bridge crossings.

Southwest

This is the largest expansion area, to the earlier General Plan, totalling over a 1,200 acres. The area is east of Crane Road and west of Kaufman Road extending south to Lexington Avenue. This area requires two key facility additions to build-out. The first is a main trunk sewer line addition the full length of Lee Avenue, and the other is a rail crossing. Plan policy recommends another crossing between Oak and Wood Avenue. An inadequate private crossing currently exists adjacent to Oak Valley Hospital at Ash Avenue. A crossing is key for emergency response for this area, as well as allowing alternative routing of traffic besides the existing Yosemite crossing. Greger Road would be a major east west collector to facilitate traffic between Crane Road and Yosemite Avenue.

Northeast

The "northeast area" is situated north of F Street (Highway 108) and extends east from Valley View Lane to North Stearns Road south of the River. The State's Corridor 1, Alternative Highway 120 Bypass alignment bisects this area. This 500-acre area needs a major collector connection to North Stearns Road and depending on whether an interchange is built, connection to an Orsi Road extension and potential bridge crossing.

Southeast

The fourth growth area is the "southeast" area, which extends east of Orsi Road and south of the existing Highway 108/120. This area may inevitably urbanize, due to its proximity to existing development and excellent access to community facilities. Only the area east to South Stearns Road and a small area east of its juncture with Highway 108 is within the 20-year boundary. Areas outside the 20-year boundary are reflected on Figure 1-3, Land Use Plan, as scenarios with and without the Corridor 1 Bypass in this area.

Commercial: The Central Business District remains at the center of the City. General commercial uses also extend out from the central business district along the axis of F and Yosemite Streets. Major general commercial areas are located in two places, which include an expansion of the existing area along F Street at Maag Avenue. This location may be anchored by the Corridor 1 Orsi Road interchange. A future commercial area is also designated north of the river on Highway 120 in the vicinity of the proposed new Highway 120 Bypass interchange. This future commercial location would work with either of the 120 Bypass routes. The plan also provides for two community-type commercial areas with one at Crane Road and West F Street and the other just north of the Oakdale Waterford "Y."

A total of 560 acres of commercial and office is provided which represents 2.0 acres of commercial per 100 persons of population. The national average is 3.0 acres of commercial per 100 persons of population. The 2.0 ratio for Oakdale should be satisfactory in view of commercial facilities in Modesto, such as the mall on Highway 99.

Public and Semi-public Uses: Public and semi-public sites, schools, parks, open spaces and community facility site areas are located throughout this urbanized area. Significant park and open spaces are proposed along the entire length of the Stanislaus River as it passes through Oakdale.

The Public and Semi-public category includes 380 acres. This measurement does not include railroad easements and small semi-public sites throughout the existing developed areas of the City. The wetlands shown by a symbol on the Plan are not calculated as to acreage.

Industrial: Almost all of the industrial uses in Oakdale are located in the vicinity of South Yosemite Avenue. The plan expands this area to the south and both west and east, which creates a large, single industrial area south of the railroad right-of-way. The majority of the industrial area is already within the City limits. Key to any expansion for this use is the Lee Avenue sewer trunk line.

The total land area for industrial, is 863 acres or 3.0 acres per 100 persons of population. This ratio in the Oakdale Land Use Plan is slightly higher than the national trend of 2 to 2.5 for industrial. Note: The ratio for the PSA is 1.8 acres. Some limited commercial development may be considered, however strip commercial development south along Yosemite Avenue should not occur.

1.3.2 Neighborhood Concept

The "neighborhood concept" is encouraged for the larger new growth areas similar to the Case Study Areas (CSA) reviewed in the EIR. Ideally development would be oriented around and linked to a focal point. The center may include convenience stores and

services for residents, or more likely a neighborhood park or school site. This would provide the opportunity for community interaction and a sense of place.

The neighborhood should be pedestrian friendly with possibly proposed trails connecting all residences to the a center, school and or park. The City's "main trail" system (Figure 4-1) should connect these areas with other areas of the city. Extensive tree planting along the collector streets and minor streets is also recommended.

Wherever possible, open space wetlands and natural areas would be established as remnant common land without reducing the dwelling unit density of the area of any given private tract of land. The neighborhood focus could be a blending of homes, parks, open space, trails and tree lined streets creating the ambience of Oakdale's older areas continuing to foster both a sense of community and Oakdale's small town character.

1.3.3. Special Study Areas

The Land Use Plan also indicates several "sensitive study areas." These include the Stanislaus River corridor, sensitive habitat and wetland areas that will require special review during development. Most notable of the implementation policies (Section 4.6.111) is related to these areas, such as the following:

- Establish "official plan lines" along the Stanislaus River, sensitive habitat areas and wetland areas using density transfers, easements, joint use and other appropriate devices to help preserve or enhance them. Use of River corridor area for public recreation is discouraged except in specifically selected areas in consultation with the State Department of Fish and Game and Army Corps of Engineers.

Chapter 4 provides additional discussion and policy concerning these areas.

1.3.4 Highway 120 Bypass

At the time of the Plan's development, the State is studying several Highway 120 Bypass alternatives. Each of the Bypass Alternatives effect growth and facilities strategies differently geographically. Therefore parallel land use plans and policies have been developed for several locations. The City recognizes that both Corridor 1 and all of the Corridor 2 alternatives would result in a west interchange north of the river which will displace as much as 40 acres of General Commercial, Office, and Low Density designated Residential areas in the Plan. The Land Use Map, Figure 1-1 illustrates the west interchange location. Figure 1-2 illustrates the Corridor 1 Alternative route, which if implemented would result in an interchange near north Stearns Road. Similarly, should the Bypass extend into this area, as much as 30 acres could be displaced.

The Figures 1-1 and 1-2 (Land Use Map), illustrate a composite of two land use policy scenario's for the area east of South Stearns Road, outside of the 20-year boundary. Figure 1-3 illustrates the parallel land use policy, depending on which route is implemented. See parallel text implementation policy, Section 1.7.1.

1.3.5 Mix Use Development

No formal category of mixed use is illustrated on the Land Use Map. The City does promote mixed use development. Various policies which provide the opportunity for mixed use concepts are provided in the Land Use policies. Historically the Planned Development or PD zone has been the principle vehicle to facilitate alternative design, or mixed use developments.

Mixed use can promote development and redevelopment of a complementary and creative mix of retail, professional office, industrial, business park, medical facilities and higher density residential uses which may be located on the same parcel or within the same project area. Mixed use projects may be either free standing within a designated land use area or combined within a single building. The City Code should be amended to allow consideration of such proposals subject to a special review process, or more ideally a Mixed Use Overlay Zone should be developed.

For identified project areas, Land Use designations, may be pooled and reshaped and more specifically arranged in a project area during the zoning, or for Planned Developments per a specific plan concept. The primary use, in mixed use developments should still be consistent with the related designation policies. Secondary uses should be considered those which are compatible with the primary use, yet never make up more than the primary use. Height, FAR and densities should be respected. These standards (except for densities, represent "targets" and are not intended as fixed ratios. Flexibility, however, should be based on the determination that the proposal promotes pedestrian and transit opportunities.

1.4 Relationship to the City's Redevelopment Plan

The Redevelopment Project Area Boundary contains approximately 780 acres. The subject area consists of approximately 1,000 parcels of various sizes. Land uses originally (1983) within the Program Area are approximately 50-percent industrial, 23-percent residential and 29-percent public and semi-public based on zoning (includes railroad right-of-way.

The City of Oakdale General Plan and the current Draft General Plan Update does not propose any major changes to the existing land use patterns within the redevelopment area. The Redevelopment Plan for the project area does not require any alteration of the projected uses encouraged by the General Plan Update.

1.5 Primary Sphere of Influence Boundary (PSIB)

Figure 1 illustrates the proposed boundary. The purpose of the boundary is to: enclose the growth area boundary of the City; recognize areas which should not be subdivided or developed in estate or smaller lot sizes except in existing established Estate areas; and identify areas which should not be allowed to form independent urban service type districts, but required to connect the City services.

TABLE 1-3
LAND USE DEVELOPMENT PARAMETERS - Primary Study Area

Land Use Category	Map Designation	Density Range in DUs	Average DU/A	Acres in Category[1]	Dwelling Units[1]	Computed Population
RESIDENTIAL USES						
Estate Residential	EST	1 DU/AC	1	1,523	930[4]	2,325
Single Family Low Density	SFLDR	2-6 DU/AC	3[2]	1,245	3,080	7,700
Low Density Residential	LDR	4-10 DU/AC	4.5	3,438	12,802	32,006
Medium Density Residential	MDR	8-14 DU/AC	10	412	3,620	9,100
High Density Residential	HDR	10-28 DU/AC	15	18	245	490
Subtotals				6,636	20,677	51,621

Land Use Category	Map Designation	Lot Coverage	Employees/ Floor Ratio	Acres
OTHER LAND USES				
General Commercial	GC	25%	800	357
Central Commercial	CC	50%	600	117
Office/Research	OFF	20%	300	201
Industrial	IND	15%	1,000	863
Public/Semi-public[3]	PSP	--	--	513
Agricultural	AG	--	--	1,988
Subtotals				3,961

(1) The relationship between acres in a category and the number of dwelling units is based on map data. Therefore, multiplication of "average DU/A" times "Acres in Category" will not produce the correct dwelling units shown in Column 6.
(2) The assumed average density for this designation north of the river is 3.5 units per acre due to possible land displacement to accommodate a possible golf course.
(3) The public and semi-public category does not include the railroad rights-of-way, power line, corridors or Oakdale Irrigation District canals.
(4) The Estate area north of the River, east of Twenty-Eight Mile Road, was calculated at one unit per 3 acres, rather than 1 unit per acre used for other Estate Areas.

TABLE 1-3
LAND USE DEVELOPMENT PARAMETERS - 2015 Area

Land Use Category	Map Designation	Density Range in DUs	Average DU/A	Acres in Category[1]	Dwelling Units[1]	Computed Population
RESIDENTIAL USES						
Estate Residential	EST	1 DU/AC	1	45	45	113
Single Family Low Density	SFLDR	2-6 DU/AC	3[2]	96	2,373	5,933
Low Density Residential	LDR	4-10 DU/AC	4.5	2,621	10,044	25,111
Medium Density Residential	MDR	8-14 DU/AC	10	317	2,908	7,320
High Density Residential	HDR	10-28 DU/AC	15	18	245	490
Subtotal				3,097	15,615	38,967

Land Use Category	Map Designation	Lot Coverage	Employees/ Floor Ratio	Acres
OTHER LAND USES				
General Commercial	GC	25%	800	280
Central Commercial	CC	50%	600	117
Office/Research	OFF	20%	300	163
Industrial	IND	15%	1,000	863
Public/Semi-public[3]	PSP	--	--	380
Subtotal				1,803

(1) The relationship between acres in a category and the number of dwelling units is based on map data. Therefore, multiplication of "average DU/A" times "Acres in Category" will not produce the correct dwelling units shown in Column 6.
(2) The assumed average density for this designation north of the river is 3.5 units per acre due to possible land displacement to accommodate a possible golf course.
(3) The public and semi-public category does not include the railroad rights-of-way, power line, corridors or Oakdale Irrigation District canals.
(4) The Estate area north of the River, east of Twenty-Eight Mile Road, was calculated at one unit per 3 acres, rather than 1 unit per acre used for other Estate Areas.

The Primary Sphere Boundary is larger than the Primary Study Area boundary overlapping into the Secondary Study Area. The overlap area does not signify a growth area, simply identifies the importance of the territory. They are main roadway corridors into the City. Development in these areas can significantly affect the City's effort to promote an urban centered concept. Areas outside the 2015 Boundary, within the PSA designated "Reserved" are also considered interim greenbelt areas until the Plan amends its 20-year boundary.

One of the major features of the Land Use Plan is the concept that the City of Oakdale should remain physically separate from Riverbank and the expanding Modesto urbanized area. To achieve this, a **greenbelt** is proposed around the entire perimeter of the future Oakdale urban area. Map Figure 4-1 in Chapter 4 illustrates the greenbelt area. Areas are designated as "Agriculture" in the Land Use Plan, with the intent that subdivision and small lot land divisions would be prohibited. To preserve the rural/open space character of this greenbelt, uses would be limited to the current agricultural activities.

1.6 Guiding Land Use Policies

Throughout the Plan are policies and implementation strategies which attempt to offset the negative land use related environmental implications of the Land Use Map. More particular policies are outlined below for Land Use.

LU1. Maintain a Planning Area Boundary which realistically reflects the probable ultimate boundary of the City.

LU2. Ensure that the City's planning activities are coordinated with other affected or responsible governmental agencies.

LU3. Use land and other resources in an orderly and efficient manner.

LU4. Discourage land use activities in the unincorporated territory within and adjacent to the Planning Boundary which could interfere with the implementation of the General Plan.

LU5. Advance an architectural and personality component for future planning (i.e., porches to enhance neighborhoods...)

LU6. Encourage mixed use development involving residential and job generators.

LU7. The use of significant (public utility and power line) easements will be encouraged so that multiple use of the easements for bicycle paths and urban trails may be possible.

LU8. Choose boundaries that have natural or logical barriers.

<u>Residential</u>

LU9. Encourage safe, attractive residential areas that provide for the diverse needs of the community.

LU10. Conflicts between residential development and other land uses shall be minimized.

LU11. In general, higher density residential uses to promote infilling should be encouraged near commercial development and major collector and arterial streets to locate population concentrations within reasonable proximity to services and amenities.

LU12. Innovative residential developments, such as the clustering of units, patio homes, zero-lot-line, and manufactured units, should be encouraged when such developments demonstrably contribute to the fulfillment of the General Plan objectives.

LU13. Incentives should be provided to encourage the development of low- and moderate-income housing and/or housing for senior citizens.

Commercial

LU14. Provide commercial areas in appropriate location to serve the Oakdale market area(s).

LU15. Preserve and enhance the downtown core (CC District Area).

LU16. Encourage high quality commercial developments which are compatible with surrounding land uses to meet the needs of the community.

LU17. Commercial development along Yosemite Avenue and Highway 108/120 should be designed to facilitate maximum on-site traffic movement.

LU18. Encourage the renovation of substandard commercial facilities and the use of vacant structures.

LU19. Promote business retention and determine the type of businesses compatible to our area and develop business generators to attract new businesses.

Industrial

LU20. Protect designated industrial areas from encroachment of incompatible land uses, so as to assure Oakdale long-term economic viability.

LU21. Develop attractive industrial areas where adequate rail and road transportation systems are available.

LU22. Ensure that new industrial development occurs with high development standards to achieve compatibility with surrounding land uses.

LU23. A wide variety of parcel sizes should be made available in the City's industrial areas.

LU24. Discourage industrial development which would adversely affect the ability of the City or another public agency to provide services, or have a significant adverse effect on the environment.

LU25. Areas around the Airport designated Commercial shall not be developed until the Airport Master Plan is updated to insure appropriate standards and recommendations can be considered.

LU26. Approval of industrial developments shall be linked to infrastructure available or programmed.

Open Space (Also See Chapter 4)

LU27. Ensure the conservation of lands designated for open space and/or recreation uses. modified]

LU28. Areas around the Airport designated Commercial, shall not be developed until the Airport Master Plan is updated to insure appropriate standards and recommendations can be considered.

LU29. Protect, restrict, enhance and expand appropriate lands for passive and active recreational use through open space zoning, easements and/or public dedication or purchase.

Public Facilities (Also See Chapters 3 and 5)

LU30. Ensure that adequate public facilities are available and provide efficient services throughout the City.

LU31. All major new public facilities and improvements should be carefully planned and included in a capital improvement plan.

LU32. Higher population concentrations shall be located within reasonable proximity to services and amenities.

1.7 Land Use Implementation Policies

1. The Land Use map for the area east of South Stearns Road, outside of the City's 20-year Boundary, is a composite of two parallel land use policy scenarios. Depending on which Bypass route implemented the following clarifies Figure 1-2 per Figure 1-3:

    a. 120 Bypass Corridor #1: East of South Stearns, to the general Atlas Road alignment, to be designated Reserved SFLDR, LDR, MDR, GC. Area outside the 20-year boundary should be deferred from inclusion into the boundary until there is either a programmed and funded Highway 108 bypass or local equivalent.

    b. 120 Bypass Corridor(s) #2: East of South Stearns outside of the 2015 boundary are not to considered for inclusion in the 20-year boundary. Those areas are designated Agricultural.

2. Review the City's land availability and Sphere of Influence Boundary periodically.

3. All General Plan amendment proposals and development-related applications considered by the City should be referred to other public agencies which could be affected by the proposed action.

4. Review and comment upon any land use or public works related application submitted to or proposed by other agencies which involves territory in or within reasonable proximity of the City of Oakdale's planning boundary.

5. Encourage Stanislaus County and cities of Riverbank, Modesto and Oakdale to mutually designate the City of Oakdale as the lead agency for purposes of processing, reviewing and approving all urban development within the Primary Sphere of Influence and expand Secondary Sphere Area of Interest. Except designated rural residential and estate areas within the City Primary or Secondary Study Boundary Area.

6. Participate in a joint resolution for planning with Modesto, O.I.D., local School Districts, the County and City of Riverbank to deal with growth, orientation of development, development of transit corridors, highway extensions and the balance of facility and land uses on a case-by-case basis.

7. Eliminate existing unincorporated islands of development, and discourage the formation of any additional such islands.

8. Preserve all of those areas delineated in Land Use for open space and/or recreation uses, and all transportation corridors designated for the future extension of streets and highways, through the use of easements, open space zoning and/or public dedication or purchase.

9. Prohibit strip development and encourage neighborhood commercial.

10. The City, the Project Area Committee and the Chamber of Commerce should determine and attempt to provide public services and amenities to maintain and enhance the Downtown Revitalization Area, including:

    a. Improvement of circulation and parking to encourage vehicular and pedestrian shopping traffic.

    b. Improvement of the appearance of the Downtown "streetscape" with new paving, street trees, street furniture and facade treatments.

    c. Encouragement of a Downtown that is rustic, slow-paced, personal, and inviting.

    d. Preservation of existing Downtown vintage buildings.

    e. Maximize economic development and use of parking through the encouragement of mixed use commercial planning.

11. Consider establishing a mixed use overlay zone to provide opportunities for mixing residential and job generator developments.

12. To facilitate opportunities for apartments and mixed use concepts: Areas within the Commercial land use designation also should be considered for multi-family uses. For strip commercial multi-family units shall be restricted to the second story and senior housing.

13. Develop land use compatibility and buffer criteria that either ensures compatibility or lessens the conflicts between uses.

14. During rezoning and development approvals ensure adequate buffers or setback and screening exist between residential and industrial uses. Where appropriate consider use of railroad rights-of-way, water courses, and utility easements as part of this buffer.

15. Locate lower density residential adjacent to open space and agricultural areas and locate higher density development in close proximity to commercial areas. Amend the City code to require multi-family proposals having five or more units, immediately adjacent to a elementary or junior high school site to go through the Use Permit process.

16. Prepare commercial and industrial development guidelines which promote lot consolidations in older City areas and comprehensive master planning.

17. Continue the activities of the City Redevelopment Agency in focusing on projects where a public/private partnership is welcomed.

18. Work with local merchants within the Redevelopment Area to develop a strategy for developing and retaining businesses in the downtown, utilizing Redevelopment Agency revenues to encourage desired uses to locate in the downtown area.

19. Encourage the County to limit minimum parcel sizes to 20 acres for areas within the City's 20-year Boundary. Areas within the Primary Study Area Boundary identified as Reserved should be limited to 40-acre minimum parcel sizes.

20. Encourage any large scale residential, mixed-use, public or golf course developments to incorporate dual water systems.

21. Provide for the use of ponding basins and drainage facilities through landscaping and incorporation of park facilities.

22. The School property identified, west of Crane Road, on the Land Use Map, may be considered for connection to City sewer and water without annexation to the City.

23. Areas south of the railroad identified as MDR and HDR are intended to correspond to a north/south rail crossing. Therefore zoning and development approvals can be based on their proximity to the crossing.

24. That a minimum 50-foot green belt corridor is required along the south side of the railroad, between Crane Road and area designated Industrial, for use both as a buffer and to facilitate a the City's trail system for pedestrian, equestrian and bicycle use.

25. Help the Chamber of Commerce in attracting new, clean business to the City. Actively solicit through the Chamber of Commerce or by the City directly, the relocation or expansion of clean industries to our industrial parks.

26. Develop written agreements with surrounding cities and agencies.

CITY OF OAKDALE

2001-2008 HOUSING ELEMENT UPDATE

Prepared by the Planning Division
Community Development Department
October 1, 2003

Adopted: December 15, 2003

Resolution No.: 2003-203

CITY OF OAKDALE

2001-2008 HOUSING ELEMENT UPDATE

ACKNOWLEDGEMENTS

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Executive Summary

Introduction to the Housing Element

The Housing Element is intended to guide residential development and preservation in a way that supports the overall economic and social values of the community. The residential character of a city is largely dependent on the type and quality of its residential neighborhoods and the dwelling units within them. Thus, this Housing Element is an official response to a continuing awareness of the need to provide housing for all economic segments of the community. It is also a legal requirement that housing policy be made part of the planning process. As such, this Housing Element establishes goals, priorities and programs that will assist the City to realize its housing goals. The time frame for this Housing Element is 2001-2008; though the policies and programs within may continue to be implemented beyond 2008.

Evaluation of 1992 Housing Element

Current State Housing Element Guidelines (Government Code Section 65588) require that communities evaluate their previous Housing Element according to the following criteria: (1) the effectiveness of the Housing Element; (2) the progress on the implementation of the Housing Element; and, (3) the appropriateness of the Housing Element's Goals, Policies and Objectives. The goals and programs of the 1992 Housing Element were evaluated in light of what the City has done or what other agencies/individuals or groups have completed during 1992 Housing Element timeframe. Other factors affecting the success of the 1992 Housing Element included the effects of the economy in general, and the availability of limited State and Federal funding. (This portion of the Housing Element is located in Chapter 2.)

Regional Housing Needs

The Stanislaus Area Association of Governments (now StanCOG), as required by State law, has determined the City's projected share of the regional housing needs, for persons of all income levels. The City is required by State law to incorporate its regional share into the Housing Element, as well as include an inventory of land sufficient to accommodate residential development for all income groups. The City's share of the 2001-2008 Regional Housing Needs is 1,805 units. (See Chapter 3.) The Housing Element update requires the development of local housing programs to help meet the existing and projected housing needs of all income groups. Certain segments of the population may have a more difficult time finding decent, safe, and affordable housing due to special circumstances. For Oakdale, the special needs groups include the elderly, disabled, large families, and female-headed households.

Housing Element Programs

Chapter Four contains the goals, policies and programs the City intends to implement during the planning period of 2001-2008. This Chapter also includes programs with quantified objectives, which are of particular importance. The quantified objectives are directly related to the City's ability to meet its fair share of the regional housing needs. Key programs for Chapter 4, which are designed to assist the City in achieving its fair share of the Regional Housing Needs, include: Rehabilitation and Housing Improvement Programs, Down Payment Assistance, participation in the Stanislaus County HOME Consortium, and development of an affordable housing complex for senior citizens.

1.0 Introduction to the Housing Element

The Housing Element is intended to guide residential development and preservation in a way that supports the overall economic and social values of the community. The residential character of a city is largely dependent on the type and quality of its residential neighborhoods and the dwelling units within them. Thus, this Housing Element is an official response to a continuing awareness of the need to provide housing for all economic segments of the community. It is also a legal requirement that housing policy be made part of the planning process. As such, this Housing Element establishes goals, priorities and programs that will assist the City to realize its housing goals. The time frame for this Housing Element is 2001-2008; though the policies and programs within will continue to be implemented beyond this timeframe.

1.1 State Housing Policy and Authorization

The California State Legislature has declared the availability of housing and the early attainment of decent housing and a suitable living environment for every Californian household as the State's major housing goal. Recognizing that local planning programs play a significant role in the pursuit of this goal, and to assure that local planning effectively implements statewide housing policy, the Legislature has mandated that all cities and counties include a Housing Element in their adopted local general plans. Article 10.6 of the Government Code sets forth specific components to be contained in a community's Housing Element.

1.2 Organization of the Housing Element

The Housing Element guidelines require the inclusion of three basic components in this document:

- An evaluation of community resources and constraints, and an analysis of housing needs indicating the capacity of existing housing supply to provide all economic segments of the community with safe and decent housing. This is provided and summarized in Chapter 3.

- A housing program consisting of two parts: (1) establishing local housing goals, policies and programs aimed at alleviating unmeet housing needs; and (2) ways to remedy the housing problems identified, as provided in Chapter 4.

- A five-year course of action, which includes a specific description as to how the locality intends to undertake efforts to meet the goals, policies and programs, can be found in Chapter 4.

1.3 Public Participation

Public participation is an important and critical part of the City's Housing Element update process. The 2001-2008 Oakdale Housing Element was developed with the collaborative

efforts of residents, community stakeholders, service providers, housing developers, as well as elected and appointed officials. Opportunities for input on the Housing Element were provided through the following forums:

- Community Workshop. A community workshop was conducted on October 1, 2003. To encourage participation by all segments of the community, a newspaper display ad was placed in the Oakdale Leader, flyers were placed in key community locations and notice of the workshop was posted on the City's website. These locations include City Hall, Library, Senior Citizens Center and the Community Center.

- 60-Day Review Period. Copies of the Draft Housing Element were sent to HCD, the Planning Commission, community agencies, organizations and interested persons for a 60-day review period. Copies of the draft document were also made available at various locations throughout the City, including City Hall, the Community Development Department, Oakdale City Library and the Senior Citizen Center, and posted on the City's website. The public review copy was sent to the County Housing Authority, non-profit organizations and various service providers. Following the 60-day review period, the City will review any comments received, and will then prepare a Final Draft to be considered for adoption by the Planning Commission and City Council.

- Formal Public Hearings. In accordance with State law, the City will provide additional public review opportunities via two Public Hearings, which well be held before the Planning Commission and the City Council. These hearings will be held in early December 2003. Once the City has formally adopted the 2001-2008 Housing Element, it will be subsequently forwarded to the State for their records.

1.4 Relationship of the Housing Element to Other General Plan Elements

The General Plan is a long-range planning document and includes, at a minimum, six other elements, including land use, circulation, conservation, noise, open space and safety. Each element must be internally consistent within the General Plan. The Housing Element is the only General Plan element that is mandated by State law to be reviewed and updated every five years. The State Department of Housing and Community Development (HCD) reviews each of community's Housing Element to determine if it complies with Article 10.6 of the State Government Code.

The 2001-2008 Housing Element is a key component of the Oakdale General Plan. All elements of the City's General Plan have been reviewed for consistency and the Housing Element was completed considering the other six elements. In addition, any specific land use related policies and programs proposed in this Housing Element will be incorporated into the General Plan Land Use Element.

2.0 Evaluation of the 1992 Housing Element

2.1 Introduction and Background

State Housing Element Guidelines (Government Code Section 65588) require that communities evaluate their previous Housing Element and its Five-year Action Plan Program according to the following criteria:

- Results of previous element's goals, quantified objectives, policies and programs.
- Differences between what was projected and what was achieved.
- Lessons learned which would be incorporated into the new update.

This evaluation is based upon the Regional Housing Needs assigned by the Stanislaus Association of Governments (STANCOG) for the period of 1989-1997.

In addition, as an update, the City of Oakdale completed and subsequently adopted an amendment to its 1992 Housing Element on March 19, 2001. The City submitted the adopted Housing Element Update to the Department of Housing and Community Development (HCD) for their review pursuant to Government Code Section 65585(h). On May 9, 2001, the City received notice from HCD stating that the City's adopted 1992 Housing Element was in compliance with State Housing Element Law (Article 10.6 of the Government Code). This recent effort also allowed the City to provide HCD with an updated land survey and demographic data.

2.2 Summary of Achievements of the 1992 Housing Element

This section evaluates the achievements of the City's goals, programs and objectives, which were adopted as part of the 1992 Housing Element. There are many factors, which can affect the ability of the City in meeting the expectations that were originally adopted in the Element. The goals and programs of that Housing Element have been evaluated in light of what the City has done or what other agencies or groups have completed during 1992-1997. Other factors affecting the success of the Element include the effects of the economy in general, and the decreasing availability of state and federal funding.

Overall the goals, policies and programs in the current Housing Element assisted in providing housing opportunities, for all income categories, as well as meeting a diversity of housing needs. Of the 1,200 new units built within the City of Oakdale, between 1989 and 1997, approximately 81 percent were single-family detached structures and approximately 19 percent were comprised of multi-family (includes 2 units or more).

<u>Quantified Objectives</u>:

As per State law, the City is required to establish quantified objectives establishing the maximum number of housing units by income category that can be can be constructed over the 1992 Housing Element timeframe. The following table outlines the number of housing units by income category that were constructed from 1989-1997:

TABLE 1
BREAKDOWN OF NEW HOUSING UNITS CONSTRUCTED 1989-1997
BY INCOME CATEGORY

YEAR	VERY LOW	LOW	MODERATE	ABOVE MODERATE	TOTAL UNITS
1989	10	12	147	137	306
1990	40	43	114	150	347
1991	9	8	8	18	43
1992	9	10	23	55	97
1993	5	7	58	60	130
1994	8	11	55	57	131
1995	5	10	25	26	66
1996	1	4	30	17	52
1997	3	8	10	7	28
TOTAL	**90**	**113**	**470**	**527**	**1,200**

Source: City of Oakdale Building and Community Development Department Records 1989-1997; Oakdale Redevelopment Agency, U.S. Department of Housing and Urban Development (HUD) Annual Income Charts 1989-1997; Stanislaus County Affordable Housing Corporation (STANCO), Association of Realtors, and the Modesto Bee.

TABLE 2
ACHIEVEMENTS IN NEW CONSTRUCTION NEEDS
BY INCOME CATEGORY

Income Category	Goal	Actual	% Achieved
Very Low	267*	90	34%
Low	189	113	60%
Moderate	233	470	201%
Above Moderate	423	527	125%
TOTAL	1,112	1,200	110%

*Included 23 units for farm worker housing

As the above table indicates, it can be stated that the City of Oakdale achieved a high percentage of meeting its assigned Regional Housing Goals for the time period. Although not all of the new housing was constructed in the assigned income categories, there were successful local, state and federal housing programs, which assisted in the development and preservation of the City's stock of affordable housing.

Effectiveness:

The effectiveness of City's 1992 Housing Element, in regards to meeting regional housing needs, can be measured by a level of achievement. The level of achievement is simply the actual construction divided by the RHNA GOAL. Many uncontrollable factors influence the

City's effectiveness. Over the seven-year housing element period factors such as market fluctuations, available programs, willing lenders, qualified developers and the political climate, all combined to create 1,200 new housing units in the City of Oakdale. This means that the City achieved 110 percent of its RHNA objective between 1989 and 1997, the effective dates of the last recent RHNA. And furthermore, the City effectively met its fair share of the most recent regional housing needs.

From 1989 to 1997, an average of 133 new single family homes were built. A majority of these new units were affordable to the moderate-income household. This has been true even through the recessionary period of the first couple of years of the City's housing element period.

Despite dedicated efforts by both the City and other agencies, the City of Oakdale did not meet its housing goal for very low and low-income families. Review of the City's housing programs in the 1992 Housing Element revealed that the programs geared toward the construction of affordable rental units were hindered by issues such as changes in construction laws and/or regulations; local developers willing to construct affordable housing units under the Low Income Housing Tax Credit program were up against extreme completion from more urban cities; and the lack of availability of the Multi-Family Mortgage Revenue Bond Program.

Despite the fact that new affordable housing was not accomplished at the rates established by the Regional Housing Needs Assessment (RHNA), other federal, state and local housing programs provided to be successful in preserving and increasing the City's stock of affordable housing.

Even though the City has been short-staffed over the years, it appropriately addressed the need to re-submit it's adopted 1992 Housing Element to HCD for certification (accomplished in 2001). This effort allowed the City to apply for programs under the State's competitive HOME, CALHOME and CDBG programs. The City's Redevelopment Agency has, and continues to be an active participant in several affordable housing projects – both single and multi-family. The City also has put into place programs such as the Density Bonus Ordinance and a Down Payment Assistance Program for First-time Homebuyers, both of which have been successful over the 1992 Housing Element time period. As proven in the 1992 Housing Element, the City is and remains committed in its efforts in improving the provision of housing for all income groups.

2.3 Summary of Program Accomplishments

The table on the following page highlights the City's progress and/or accomplishments relating to the effectiveness of the 1992 Housing Element.

TABLE 3
1992 HOUSING ELEMENT PROGRAM ACCOMPLISHMENTS

Objective	Accomplishment
Sufficient land inventory for residential development	From 1992-1997, the City annexed 158 acres of land for future development; and in 1999, the City annexed 477 acres of land (Bridle Ridge Specific Plan). Thus, the City was able to maintain an adequate supply and inventory of land for residential development.
Expend Redevelopment Agency (RDA) Housing Set Aside Funds	The City's RDA Housing Set Aside Fund assisted with the: development of an 80-unit senior housing project (100% affordable), 4 transitional housing units for female headed households, Down Payment Assistance for 1st Time Homebuyers, and matching funds for various grant applications.
Down Payment Assistance (DPA) Program	The City expanded its DPA program throughout the City and included a component for HUD-Certified Housing Counseling for 1st Time Homebuyers.
Density Bonus	Provided Density Bonuses to 2 affordable housing projects – an 80-unit Multi-family Senior Housing Complex and 14-unit single family units
Second Units in R-1 Zone	During the Spring of 1992, the City amended its zoning code to allow second unit dwelling in the R-1 Zoning District by right. From 1992-97, 8 second units for VLI/LI households were constructed.
Fair Housing	The City adopted a policy to affirmatively further fair housing objectives.
Mortgage Credit Certificates (MCC)	In cooperation with the Stanislaus County Housing Authority and local lenders, 10 MCC were issued in the City of Oakdale.
Transitional Housing Program	In partnership with the Redevelopment Agency, The Haven, and the local Soroptimists, a 4-unit complex was acquired for transitional housing and supportive services to 4 homeless female-headed households.
Permit Smaller Lots	Working with a local developer and the RDA, the City approved a 14-unit small lot subdivision for: 2 VLI, 2 Low and 10 moderate income 1st time homebuyers
Article 34	In 1992, the City approved a local (Article 34) referendum to allow for the construction of affordable rental units within the City limits.
Re-submit 1992 Housing Element to HCD for review and compliance	Began effort in February 1993, after the City adopted its 1992 General Plan, including the Housing Element. However, due to limited staffing, the City was not able to complete the certification process until March 2001.

3.0 Summary of Housing Needs, Constraints, and Opportunities

3.1 Summary of Housing Needs

Various factors will influence the degree of demand or "need" for new housing in Oakdale in coming years. The four major "needs" categories considered in this Housing Element include:

1. Regional housing needs determinations as required by State law, which are determined by the local Stanislaus Council of Governments (StanCOG).
2. Needs resulting from increased population growth, both in the City and the surrounding region;
3. Needs resulting from the deterioration or demolition of existing housing units or from the loss of existing affordable rental stock;
4. Needs resulting from the presence of special needs groups such as the elderly, disabled, large families, farm workers, female-headed households, low-income and minority households and the homeless.

City of Oakdale's Projected Share of the Regional Housing Needs

The Stanislaus Council of Governments (STANCOG), as required by State law, determined the City's projected share of regional housing needs through 2008, to be 1,805 units. The following figures do not mandate that each city must construct units for each of the identified income categories, instead, they are provided to indicate that, as available housing in the region increases, new households at various income levels will be in need of housing. Occupancy should be available for households at these income levels, but may be accommodated by existing housing stock or by new units constructed.

TABLE A
2003-2008 PROJECTED HOUSING CONSTRUCTION NEEDS
BY INCOME CATEGORY

Jurisdiction	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total Projected Need
Ceres	622	480	593	1,130	2,827
Hughson	91	69	88	164	412
Modesto	3,376	2,609	3,222	6,139	15,347
Newman	199	154	189	362	904
Oakdale	**397**	**308**	**379**	**722**	**1,805**
Patterson	235	182	225	428	1,071
Riverbank	520	402	497	948	2,369
Turlock	1,283	992	1,225	2,334	5,883
Waterford	152	118	145	277	693
Unincorporated	875	676	835	1,592	3,978
TOTAL	7,752	5,990	7,399	14,095	35,239

Source: Stanislaus Association of Governments, May 2003

The City is also required to list quantified objectives for the maximum number of housing units (by income level) to be newly constructed, preserved/conserved and rehabilitated over the housing element timeframe, as shown below:

CHART 1
QUANTIFIED OBJECTIVES (2001-2008)

OBJECTIVE	NUMBER OF UNITS
New Construction – Very Low Income	397
New Construction – Low Income	308
New Construction – Moderate Income	379
New Construction – Above Moderate Income	722
Preservation/Conservation (Existing Very Low/Low Income Units)	83
Rehabilitation (10 Very Low, 10 Low Income)	20

Population Growth

Since 1980, the City of Oakdale has grown by over 82-percent, from 8,474 persons to 15,503 persons through the year of 2000. The following projections are based on the State Department of Finance and the City of Oakdale.

TABLE B
COMPARISON OF STANISLAUS COUNTY CITIES
POPULATION GROWTH, 1980-2000

County	1980	1990	2000	1980-2000 PERCENT INCREASE
OAKDALE	**8,474**	**11,961**	**15,503**	**82.9%**
Ceres	13,281	26,314	34,609	160.6%
Hughson	2,943	3,259	3,980	35.2%
Modesto	106,602	164,730	188,856	77.2%
Newman	2,800	4,151	7,093	153.3%
Patterson	3,908	8,626	11,606	197.0%
Riverbank	5,695	8547	15,826	177.9%
Turlock	26,278	42,198	55,810	112.4%
Waterford	2,683	4,771	6,924	158.1%
STANISLAUS COUNTY	**265,900**	**370,522**	**446,997**	**68.1%**

TABLE C
Population Trends 1950--1993/Projection 2005

Year	City of Oakdale	Stanislaus County
1950	4,064	127,231
1960	4,980	157,294
1970	6,594	194,506
1980	8,474	265,902
2000	11,961*	370,522
1992	13,044	393,398
1995	15,245	424,919
2000	17,645	483,166
2005	20,448	549,400

(a) City of Oakdale Community Development Dept. (Existing City Area)
(b) State Department of Finance, April 1991 * April 2000 U.S. Census

The City's future growth will most likely occur on land within the City's Sphere of Influence (Planning Areas) boundaries and on vacant parcels within the City's current limits.

TABLE D
HOUSEHOLD TRENDS

Year	Households	Change	Percent Change	Simple Annual Percent Change
1980	3,237			
1990	4,418	1,181	36.5%	3.6%
2000	5,610	1,192	27.0%	2.7%
2002	5,858	248	4.4%	2.2%
2008	6,635	777	13.3%	2.2%

Source: U.S. Census, 1980 – 2000: California Department of Finance, 2002, City of Oakdale

In Oakdale, the City's households and population are growing at similar rates, with a 32.6 percent growth in households since 1990 and a 35.4% growth in population. Estimates using data from the US Census and California Department of Finance indicate that the total households for the City will grow at a rate 2.2 percent per year through 2008. This rate of change is nearly twice that of the County, whose annual household growth rate is projected to be 1.2 percent.

TABLE E
COMPARISON OF RECENT POPULATION TRENDS
BETWEEEN THE CITY OF OAKDALE AND STANISLAUS COUNTY

					CHANGE 2002-08	
JURISDICTION	1990	2000	2002	2008	Number	Percent
City of Oakdale	11,961	15,503	16,199	18,380	2,181	13.5%
Stanislaus County	370,522	446,997	469,512	540,459	70,947	15.1%

Source: U.S. Census, 1990, 2000; California Department of Finance, 2002; City of Oakdale, 2002

Between 1990 and 2002, the number of all household sizes increased in the City, except for seven + person households. Large households made the most significant gains during the last twelve years, with the greatest percent gains in the 6-person households with a 146% increase, and five-person households showing a 64% increase. The greatest numeric change was in the number of two-person households, with an increase of 332, followed by one-person households with an increase of 304 during the twelve-year period. The average household size in 2002 was 2.76 persons. (It should be noted that in the older part of the City where Laurin Associates conducted the Household Income Survey in June and July 2002, the average household size was found to be 3.18 persons.)

TABLE F
PERSONS PER HOUSEHOLD TRENDS

	1990		2002		CHANGE	
Household	**Number**	**Percent of Total**	**Number**	**Percent of Total**	**Number**	**Percent**
1 Person	1,012	22.9%	1,316	22.5%	304	30.0%
2 Person	1,443	32.7%	1,775	30.3%	332	23.0%
3 Person	792	17.9%	1,041	17.8%	249	31.4%
4 Person	670	15.2%	942	16.1%	2104	40.6%
5 Person	298	6.7%	489	8.3%	191	64.1%
6 Person	102	2.3%	251	4.3%	149	146.1%
7+Person	101	2.3%	44	0.7%	-57	-129.5%
TOTAL	**4,418**	**100%**	**5,858**	**100**	**1,440**	**32.6%**
Average Size	2.66		2.76		0.10	0.4%

Source: U.S. Census, 1980 2000; CA Department of Finance, 2002; City of Oakdale HNA Report, 2003

EXISTING HOUSING CHARACTERISTICS

Housing Tenure

In 1980, 59.9% of the households in the City of Oakdale were homeowners. By 1990, that percentage had dropped to 56.4%, but since then has climbed back to 60.1%. Renter households increased between 1980 and 1990, but are currently holding at 39.9%. The 2002 Household Income Survey conducted by Laurin and Associates sampled 366 households in the older part of the City and found that the tenure status in this area was essentially the same as the City as a whole. The sample revealed that 60.4% of the survey area residents were owners and 39.6% were renters.

According to the 2000 U.S. Census, a majority of the owner-occupied housing stock in the City of Oakdale contained three bedrooms. Rented housing was predominantly two-bedroom units (38.4%), followed by one-bedroom units (30.3%). Three bedroom rental units represent about 24% of all rental stock. Five-bedroom housing units are scarce, totaling only 0.5 percent of owner-occupied housing units and were totally absent as rental units.

TABLE G
HOUSING SIZE BY TENURE, 2000

Bedroom Size	Owner Households		Renter Households	
	Total	Percent	Total	Percent
0 Bedroom	30	0.8%	73	3.2%
1 Bedroom	163	4.9%	698	30.3%
2-Bedroom	595	17.8%	885	38.4%
3-Bedroom	2,054	61.3%	562	24.3%
4-Bedroom	493	14.7%	87	3.8%
5-Bedroom	16	0.5%	0	0.0%
TOTAL	**3,351**	**100.0%**	**2,305**	**100.0%**

Source: U.S. Census, 2000 Note: Chart does not include vacant housing units.

TABLE H
HOUSING TYPES FROM 1980 TO 2002

Housing Type	1980		1990		2002	
	Number	Present	Number	Present	Number	Present
Single-Family	2,748	63.7%	3,312	74.1%	4,583	75.6%
2-4 Units*	N/A	7.4%	412	8.3%	560	5.8%
5+Units*	N/A	22.9%	605	9.5%	697	12.8%
Mobile Home	83	6.0%	232	8.1%	218	5.8%
TOTAL	**3,464**	**100.0%**	**4,561****	**100.0%**	**6,058**	**100%**

Source: U.S. Census, 1980-2000; Laurin Associates, 2002
* Note: Numbers reflect total housing units associated with these types of multifamily complexes
** Note: Does not include "Other" housing units in 1990 U.S. Census

Substandard Units

Housing units 30 years of age or older may need rehabilitation. The 30-year figure is the accepted standard for defining older housing stock potentially in need of rehabilitation, roofing is best example. As of 2000, it is estimated about 51-percent of the City's housing stock is older than 30 years old.

The City recently completed a Housing Conditions Survey (see attached Appendix D), funded by a Community Development Block Grant Planning and Technical Assistance Grant: This survey revealed that the majority of the City's housing stock is, overall, in good condition. The survey revealed that 83.4 percent of all housing units are in sound condition, 12.6 percent were in need of minor repair, 3.0 percent of the housing units need a moderate level of repair; 0.5 percent needs substantial rehabilitation, and 0.5 percent is dilapidated.

TABLE I
HOUSING UNITS BY YEAR BUILT

Year	Number Built	Percent of Total
April, 1990 – July, 2002	2,150	35.5%
1980 – March, 1990	770	12.7%
1970 – 1979	991	16.4%
1960 – 1969	662	10.9%
1950 1959	578	9.5%
1949 and Earlier	907	15.0%
TOTAL	**6,058**	**100%**
Source: U. S. Census, 1990; City of Oakdale Planning Department		

TABLE J
INDICATORS OF SUBSTANDARD HOUSING, 2000

Indicators	Number	Percent
Overcrowded	318	5.2%
Lacking Complete Plumbing Facilities	5	0.01%
Built Before 1949	907	15.0%
Source: U.S. Census, 2000		

Preservation of At-Risk Housing Units

California Housing Element law requires all jurisdictions to include a study of all low income housing units, which may, at some future time, be lost to the affordable inventory by the expiration of affordability restrictions, opting out of housing assistance programs and becoming market-rate multi-family rental units. The law requires that the analysis and study cover a ten-year period, and be divided into two five-year periods, coinciding with updates of the Housing Element.

The City of Oakdale has researched the appropriate resources that would likely list the inventory of units at-risk of converting to market-rate units within the City of Oakdale. Information from the City's previous Housing Element, the Department of Housing and Community Development (HCD) and the California Housing Partnership Corporation (CHPC) indicate that the following federally assisted housing complexes are located within the city:

FMHA Section 515 Projects
--Oakdale Apartments 42
--Oakridge Apartments 41

HUD 221 Loan Program
--Oakdale Wrangler Apartments 40

All of the above complexes are in very good condition, relatively new, and currently have no vacancies. While the above complexes are not scheduled to be eligible to convert to market rate units during this Housing Element timeframe, the City has included a program in Chapter 4 (Program 1.5) to ensure that adequate monitoring of the projects are followed. The City will also request to be put on the California Housing Partnership Corporations mailing list in order to receive notifications and/or information regarding Federally Assisted Multifamily Housing Projects.

In addition, the Stanislaus County Housing Authority operates the following affordable housing programs within the City of Oakdale, which are not at-risk of converting to market rate units.

Section 8 Housing Assistance Program	59 Units
Conventional Rent Program --9th, 10th, D and E Streets	26 Units

Notification Process of At-Risk Units

According to the guidelines established by the State HCD, for units determined to be at-risk, including HUD assisted projects (Section 221(d)), owners must file a notice of intent to change the status of the project. This notice of intent must also include a plan of action filed with HUD, the chief executive officer of the appropriate local government, the mortgagee and the affected tenants up to two years prior to the scheduled prepayment date.

Following the receipt of the owner's notice of intent, the City of Oakdale (or affected local jurisdiction) will make every effort to notify all existing nonprofits in the area including the Stanislaus County Housing Authority.

Special Needs Groups

Certain segments of the population may have a more difficult time finding decent, safe and affordable housing due to special circumstances. In Oakdale, the special needs groups include the elderly, disabled persons, large families, female-headed households, farm workers and the homeless. The table below illustrates the number of persons or households in these special needs groups according to the 2000 Census.

TABLE K
SUMMARY OF SPECIAL NEEDS GROUPS

Special Needs Group	# of Persons/ Households	% of Total Population/Households
Elderly – ages 65+	1,287	22.9%
Disabilities– ages 16+	3,470	22.4%
Large Families	716	12.8%
Farmworkers	90	1.6%
Homeless	73	1.4%
Female-headed Households	798	14.2%

Source: (a) 2000 Census

Elderly Persons

Between 1980 and 1990, the number of persons over age 65 in the City increased at about 3.3 percent a year. During the 1990s, however, the growth rate slowed to 1.5 percent annually. There are currently an estimated 2,067 persons in the City of Oakdale over age 65, which represents 12.8% of the overall population.

TABLE L
SENIOR POPULATION TRENDS (AGE 65+)

YEAR	NUMBER	CHANGE	ANNUAL % CHANGE
1980	1,301		
1990	1,095	426	3.3%
2000	1,982	255	1.5%
2002	2,067	109	2.1%
Source: U.S. Census 1980 – 2000, 2002 City Records			

In 1980, Oakdale had 833 senior households, which represented 25.7 percent of the total households in the City. Between 1980 and 1990, the number of senior households increased by 262 to 1,095 households, representing a 31.5% change over the ten-year period. Since that time, senior citizen households have continued to increase significantly, but at a lower rate than that of 1980 to 1990. The 2000 Census showed 1,287 senior households in the City, which as a 17.5% increase since the 1990 Census. This represented 22.9% of all households in the City, yet a decrease in the proportion of overall households. In 2002, senior households in Stanislaus County and in the State of California represented 19.6% and 22.3% of all households, respectively. By 2008, senior households in the City are expected to represent 21% of all households.

Housing Needs of the Elderly

Elderly households have special housing needs such as the need for affordable units, housing that is physically accessible, and housing that is in close proximity to shopping and transportation services. Typically many senior citizens are on fixed incomes and may need assistance if their rents and/or the costs of their utilities rise.

TABLE M
SENIOR HOUSING BY TENURE

TENURE	1990		2000	
	Number	Percent	Number	Percent
Renters	295	26.9%	338	26.3%
Owners	800	73.1%	949	73.7%
TOTAL	**1,095**	**100%**	**1,287**	**100%**
Source: U.S. Census 1990 – 2000				

Rental Opportunities for seniors:

There are several types of rental housing opportunities available for senior citizens in the City of Oakdale: market rate rental units; subsidized rental units; residential care facilities; second units/accessory units ("Granny Flats"); and senior mobile home parks.

According to the 2000 Census, 22.9% percent of the total renters were age 65 and over. Several of the apartment complexes are subsidized rental units, if a senior household cannot afford to pay market rent; however, demand for these units is extremely high. The Housing Authority provides assistance in the form of Section 8 vouchers or certificates, which covers a portion of their monthly rent. However, the Section 8 program is currently full and there is a two-year wait on the waiting list.

In addition to specific Section 8 subsidy assistance, there are housing developments that are subsidized and have affordable rents. As an example, the City of Oakdale and Redevelopment Agency participated in the development of an 80-unit affordable senior housing project benefiting very low and low income senior citizens 60 years of age and older.

Owner-Occupied Housing for Seniors

According to the 2000 Census, 73.8% of the total senior owned owner-occupied housing in Oakdale belonged to persons 65 years of age or older. The majority of owners live in single-family residences, but there are also several mobile home parks within the City, many of which are occupied by senior citizens.

Female Heads of Households:

Female-headed households tend to have low incomes, thus limiting housing availability. According to the 2000 Census, there were 798 female-headed households in Oakdale, which represents 14.2 percent of the total households in Oakdale. Many of these households, 481 or 60.3% have children under the age of 18. This represents an increase in the proportion of total female-headed households from 12.2% in 1990 to 14.2% in 2000. The percentage of these households that are at or below poverty level is 23.7%. Affordability and choice of housing is perhaps the most critical issue facing female-headed households in the City at that time.

In addition, families with female heads of households tend to have a high incidence of poverty, which constitutes a serious need for affordable housing. In addition to the need for more affordable housing, female-heads of households are in need of affordable local childcare facilities and services. The City offers no or low-cost planning and/or development related assistance to agencies and/or childcare organizations that provide local affordable childcare services and/or facilities within the City.

The City of Oakdale has recently instituted a Down Payment Assistance (DPA) Program for First-time Homebuyers. This program provides an opportunity for qualified households, including female heads of households, to obtain their first home. In fact, several of the City's first DPA Program participants were female (and/or single parent) heads of households. This program continues to be popular among this special needs group.

TABLE N
FEMALE-HEADED HOUSEHOLDS

YEAR	FEMALE HOUSEHOLDS	WITH CHILDREN <18	PERCENT OF TOTAL HOUSEHOLDS
1990	539	357	12.2%
2000	798	481	14.2%
Source: U.S. Census, 1990 – 2000			

Farmworkers:

As in the case for most low-income households, housing needs of farmworkers far exceeds government's ability to provide assistance. The Farmers Home Administration (FmHA) is the most important provider of permanent housing for farmworkers, but FmHA assistance suffers from its own income qualifying standards and a shortage of staff and funds. The State HCD and Office of Migrant Services also supplies housing assistance for farmworkers. Because farm workers are usually low-income and their employment status is often tenuous, they are unable to compete for housing on the open market. The housing that is available is often of substandard condition and located in areas of the community lacking adequate services. In relation to their low incomes, farmworkers often overpay for substandard housing and live in crowded conditions.

StanCOG estimates that there are 244 farmworkers in the City in 2002. This equates to approximately 90 farmworker households. There has not been a significant change in the number of farmworkers or farmworker households workers since 1990, although the proportion of farmworkers in the City to those employed in other occupations has dropped dramatically in the last 12 years.

TABLE O
FARMWORKERS AND
FARMWORKERS HOUSEHOLDS,
1990 – 2000

TYPE	1990	2002	PERCENT CHANGE	PERCENT OF POPULATION/HOUSEHOLDS
Farmworkers	236	244	3.4%	1.6%
Farmworker Households	90	89	0.1%	1.6%
Source: 1990 and 2000 Census				

The City of Oakdale does not have a critical shortage of housing units with respect to meeting the need for both permanent and seasonal housing for farmworkers. Farmworker households do face issues with affordable housing, especially with respect to the fact that farm labor is seasonal and that many households may be on unemployment assistance in the last fall and winter months. There is no formal housing identified for farmworkers within the City, however, neighboring communities do have complexes available. While there does not appear to be a

problem housing farmworkers in the City, over payment for housing is considered to be an issue that many farmworker families face in Oakdale.

According to local offices of the California Farm Bureau Federation, UC Cooperative Extension Service, and the Stanislaus County Agricultural Commissioners Office, some of the growers in the County provide housing for their workers, and a significant number of farmworkers commute between their homes in unincorporated communities in the County to their work locations. Intermittent farmworker housing shortages that occur during periods of peak harvest time add pressure to the housing market within the City primarily on rental properties.

According to the Stanislaus County Agricultural Commissioner's Office, the primary agricultural commodities in the Oakdale area are almonds, walnuts, peaches, grapes, and dairy. These crops require most labor from March through November for irrigating, pest control, harvesting and weeding, but there is also some work that is done later in the winter and in early spring such as land preparation and pruning. Dairy workers are employed year-round and are usually housed on the property of the dairy owner. The 2001 California Agricultural Bulletin reports that the hourly wages for farmworkers involved with dairy, vineyard, and deciduous fruit and nut crops in the San Joaquin Valley in 2002 range from $8.01-$8.76. Presuming permanent farm laborers work 40 hours per week, 32 weeks per year due to seasonal variances in crops, annual incomes range from $10,252-$11,212. With average monthly rents in the City at $504, the average farmworker household may find an overpayment situation with respect to rental housing without rental assistance such as Section 8. The City of Oakdale has no complexes devoted exclusively to farm laborers; however, there are several complexes in existence within neighboring communities as shown below:

TABLE P
STANISLAUS COUNTY FARMWORKER HOUSING

NAME	TYPE	NUMBER OF UNITS	LOCATION
Empire Migrant Center	Seasonal	77	Empire
Westley Migrant Center	Seasonal	94	Westley
Patterson Migrant Center	Seasonal	42	Patterson
Ceres Farm Labor	Permanent	104	Ceres
Modesto Farm Labor	Permanent	91	Modesto
Patterson Farm Labor	Permanent	76	Patterson
Westley Farm Labor	Permanent	85	Westley
Source: Stanislaus Housing Authority			

In addition, although farmworkers are housed predominately in farm labor camps owned and operated by the Stanislaus County Housing Authority and camps privately owned in the unincorporated area, provisions which allow the housing of farmworkers in the City of Oakdale include permanent residential buildings and mobile homes. The Housing Authority also operates a low rent complex in the City of Oakdale which may house farmworkers. Also, in close proximity to the City's Sphere of Influence, are large farming operations which may house farmworkers.

Persons with Disabilities:

Physical handicaps can hinder access to housing units of normal design, as well as limit the ability to earn adequate income. Housing opportunities can be maximized through housing assistance programs, including programs offered in cooperation with the Disability Resources Agency for Independent Living (DRAIL). Also, single-level units, ground floor units, and units which incorporate design features such as widened doorways, access ramps, and lowered counter-tops, are all ways in which housing can become more accessible to a disabled person.

Chapter 4 includes policies to implement State standards for the provision of handicapped accessible units in new multi-family developments, and in addition, to encourage housing which is provided for the handicapped to be located in close proximity to public transportation and services. The Fair Housing Act requires owners/landlords of rental housing to permit reasonable modifications to be made to the unit to improve handicapped accessibility, expense of the tenant.

There are currently two facilities in the City that serve disabled persons. One is the Oak Valley Care Center, which is a skilled nursing facility within the Oak Valley Hospital District campus on South Oak Avenue. The facility is licensed for 115 beds and is broken into two units: the long term resident care facility is located adjacent to the hospital and has 104 beds; the 11-bed skilled nursing Transitional Care Unit is located on the 300 wing of the hospital. Both sites offer occupational therapy, physical therapy, speech therapy, social services and other services that may be needed for resident care. The second facility offering care for disabled person is the Laurel Crest Manor on Laurel Avenue. This facility provides 13 beds for Alzheimer's and dementia patients.

In 2000, a total of 3,470 persons lived in the City of Oakdale with self-care or mobility limitations, excluding persons in group quarters. This represents 22.4% of the City's population. A total of 89.1% of these are over age 21 and are therefore faced with choices related to suitable and affordable housing. Further, it is common that the majority of these persons desire to remain and be housed within the City where they are close to existing families and friends. There is only a limited amount of adult care facilities in Oakdale that serve disabled persons, and these facilities currently have no vacancies.

Large Families:

Family size is an important consideration when it comes to planning for housing. Very simply, areas which have large concentrations of small families or single-person households need to plan for smaller units, and areas with concentrations of large families need to assure that units large enough to accommodate such families are available.

The 2000 Census defines large families as five or more related persons. Census data shows there were 716 large-family households within the City of Oakdale. These large households represent 12.8 percent of the households in Oakdale. With regards to housing tenure, approximately 422 are owner households and 294 are renter households. Thus, developers of both multi-family and single family housing are encouraged by the City to provide 3+ bedroom units, to accommodate the need for housing larger families. Large families seeking housing to purchase would also benefit from the City's first-time homebuyer programs.

To encourage the production of additional rental units for large families, the City could offer a density bonus and/or incentives such as relaxed parking requirements to developers who build

units with four or five bedrooms. The City should also consider allowing room additions through housing rehabilitation programs.

Homeless Persons:

Due to the fact that homeless persons do not have a permanent address and oftentimes are not accommodated in emergency shelter, attempts to count this population must rely on unorthodox procedures that are likely to undercount the population. In fact, the United States General Accounting Office, in its report to congressional committees on the 2000 Census concluded that, the chosen method of enumerating selected shelter and street locations at night result in an unknown number of the hidden homeless being missed and a lack of assurance that those counted were homeless and would not also be counted during other census operations. However, the 2000 Census data on the homeless indicated that there were 73 homeless persons.

Persons Needing Emergency Shelter and Transitional Housing

Throughout California, homelessness has become a major concern. Factors contributing to the increase in homeless persons and families, and those in need of transitional housing, include:

- The lack of housing affordable to very-low- and low-income persons
- Increases in unemployment or underemployment
- Reductions in government subsidies
- Deinstitutionalization of the mentally ill
- Domestic violence
- Drug addiction
- Dysfunctional families

Solutions to homelessness are as difficult and varied as the solutions to the problems listed above. The housing needs of homeless persons are more difficult to measure and assess than those of any other population subgroup.

Local Assistance to Homeless Persons:

The City of Oakdale Police Department, along with a consortia of local churches provide up to two nights emergency lodging to assist indigent and homeless persons. Typically, these funds are used to pay for up to a two nights stay, and may include vouchers for food or gas for persons who become stranded in the Oakdale area. The local churches also provide clothing and assistance if needed. The Police Department will also arrange transportation for homeless persons to shelters in Modesto, where Community Housing and Shelter Services, the Haven and the Modesto Gospel Mission provide temporary or emergency shelter. Motels in western Stanislaus County that offers weekly and monthly rates also serves as a source of temporary housing.

The Haven's Women Center provides emergency/transitional housing for up to four (4) families within the City of Oakdale. In 1997, with the assistance of the City of Oakdale, the Oakdale Redevelopment Agency and the local Soroptimist Organization, the Haven was able to acquire a 4-unit complex to provide transitional housing opportunities for women and their children seeking refuge from domestic violence situations.

Additional Agencies Offering Emergency Housing Assistance:

Salvation Army, Social Services Program - Under this program, renter's assistance, energy bill assistance, as well as housing information and referral are provided to low-income families. Also, families facing eviction are given a first month's rent allowance and are assisted in finding permanent housing.

Stanislaus County Housing Authority - The Stanislaus County Housing Authority is located at 1701 Robertson Road, Modesto. The Housing Authority develops and operates subsidized housing facilities in Stanislaus County for very low and low-income families, including the elderly, handicapped and disabled families

Persons Requiring Temporary Shelter (Homeless):

Emergency and Transitional Shelter Needs - The housing needs of those seeking emergency shelter and/or transitional shelter have dramatically increased in the last ten years. The fastest growing population in need of shelter is families with children. The reason for this increase can be partially attributed to rising unemployment and the decline in affordable housing. A large percentage of mentally ill persons are homeless due to the relaxing of guidelines for state mental health care institutions. Others in need are homeless persons with drug and alcohol problems, battered women and children, teenage runaways, and evicted tenants.

Agencies Providing Emergency Shelter:

The following programs offer cash or vouchers to homeless individuals and families for securing temporary shelter:

Hutton House - The Hutton House provides temporary shelter for up to six teenagers that may be involved in a family crisis or a conflict situation. Hutton House also provides individual, family and group counseling to its clients.

Community Housing and Shelter Services - Since 1981, the Community Housing and Shelter Services (CHSS) has provided services for those seeking shelter. CHSS provides temporary shelter to those with immediate need. CHSS assists families with dependent children and mentally ill homeless. Stay is temporary, in motels or shelters, until more permanent shelter can be found.

The Modesto Men's Gospel Mission, provides shelter to 80 single, male adults with limited stay of seven bed nights, seven nights on the floor, and three nights out. The mission also serves two meals a day, Monday through Friday, and three meals on weekends and holidays. The majority of men (95%) arriving at the Mission are locals raised in the County and 60% are under 36 years of age.

The Modesto Women's Gospel Mission, provides temporary shelter to house single women and women with children for a maximum stay of fourteen days. Since opening its doors in 1985, the Women's Mission has been filled to capacity. Both Missions require that those seeking shelter participate in religious activities, (this requirement also exempts the Missions from receiving any Federal or State funding assistance.) Thus, the missions must rely strictly on donations from local churches and the community. In addition to shelter and meals, programs are offered to assist those needing shelter so that they can learn to break the cycle and become functional again. The programs include a Christian drug and alcohol rehabilitation program, literacy and

GED programs, and life skills/job skills classes.

Agencies Providing Shelter and/or Services and/or Meals:

The following facilities provide shelter and/or meals and services to the homeless population:

The Salvation Army - The Salvation Army, located at 625-I Street, serves lunches to about 200 to 220 people per day. Currently, the Salvation Army is seeing an increase of people needing food and clothing. According to the commanding officer for the Modesto Corps, with the recession, the high unemployment rate, and the higher energy bills, they are seeing more people in need then ever.

Adult Protective Services - This is a function of the County's Welfare Department and they provide information and act as a referral agency for those in need of help for emergency housing, money, food, mental problems and alcoholism. Their primary function is to access person's immediate problems and link that person with the appropriate agency for further help.

Mentally Ill Homeless - The Sunshine Place administered by the Stanislaus County Department of Mental Homeless is a Drop-In Center that provides recreation and socialization for Mentally Ill Homeless. This Center is open five days a week and provides an Adult Outreach Team to work with sub-population. The Sunshine Place is also open two days a week to the general adult homeless population. On the average day, 240 people visit the Sunshine Place. The Department of Mental Health also contracts with the Community Housing and Shelter Services to provide emergency shelter and transportation. In addition, the Stanislaus County Affordable Housing Corporation (STANCO) also provides transitional housing to adult mentally ill homeless persons.

Homeless Veterans - In 1996, after a large turnout of homeless veterans in Stanislaus County for the annual Stand Down program; a planning group supported the expansion of the Central Valley Homeless Veterans program, under the direction of Marvis Hood, Executive Director, to provide transitional housing for homeless veterans. The Central Valley Homeless Veterans, Inc. provides the only program where homeless veterans within Stanislaus County receive medical, dental, mental health, clothing, nutrition, hygiene, employment, non felonious criminal justice issues assistance and housing placement services.

The Stanislaus County Department of Aging and Veterans Services, the Mental Health Adult Outreach Team and the Homeless Health Project Outreach Worker refer homeless veterans to the shelter providers and services available within the County. The Department also provides Benefit Counseling and the Medi/Van Program to transport veterans and their families to medical appointments, VA Hospitals, and other hospitals in the Bay Area.

Housing Affordability

In evaluating housing affordability, households are divided into four income categories relative to the median household income for Stanislaus County. The 2002 median income, as set by the Housing and Urban Development Department (HUD), for Stanislaus County was estimated to be $46,500 for a family of four.

The following illustrates how the four income categories are divided:

Very-Low-Income: Households who earn 50-percent less of the median income.

Low-Income: Households who earn between 50-percent and 80-percent of the area median income.

Moderate-Income: Households who earn between 80-percent and 120-percent of the area median income.

Above-Moderate-Income: Households who earn above 120-percent of the area median income.

TABLE Q
HOUSING AFFORDABILITY BY HOUSEHOLD SIZE

INCOME GROUP	TWO PERSON HOUSEHOLD		THREE PERSON HOUSEHOULD		FOUR PERSON HOUSEHOLD	
	Income	Maximum Shelter Cost	Income	Maximum Shelter Cost	Income	Maximum Shelter Cost
Moderate Income	$29,761 – $35,712	$893	$33,521 – $50,280	$1,257	$37,200 - $55,800	$1,395
Low Income	$18,601 – $29,760	$744	$20,951 – $33,520	$838	$23,251 - $37,200	$930
Very Low Income	<$18,600	$465	<$20,950	$524	<$23,250	$581

Source: U.S. Census 2000; HUD 2002; City of Oakdale 2002

Rental unit affordability is affected by the competitive rental market place and the availability of government rental assistance or development assistance programs (i.e., Section 8, U.S Department of Agriculture (USDA), Home Investment Partnership Act (HOME), Community Development Block Grant (CDBG), etc.). It is also impacted by the availability of appropriately zoned and located land, local government acceptance of multi-family projects, and a willing and capable developer. Similarly, it is affected by construction loan interest rates to build the project and mortgage rates for individuals to buy the finished product.

Housing affordability is based on shelter cost being equal to no more than 30% of a household's income. Shelter includes rent or house payment plus necessary utilities. This is the standard for all government assisted rental programs, but not an absolute rule for a home purchase; the mortgage payment often equals 35% or more of the household income.

The Household Income Survey of 366 housing units in the City of Oakdale conducted by Laurin Associates in June and July, 2002, indicated that the median housing costs for renters was $504, and $700 for owners in the target survey area. These results suggest that the median housing costs would place four-person households in the Very Low Income group in an overpayment situation.

Overpayment

An important issue in housing affordability is the concern of how many households are overpaying for housing. Housing overpayment is based on an income-to-housing ratio of 30-percent and above. Households paying greater than 30-percent of their income on housing will have less income left over for other necessities, such as food, clothing and health care. It is recognized, however, that households in the moderate and above-moderate categories are generally capable of paying a larger portion of their income on housing, and therefore estimates for housing overpayment are generally focused on lower income groups.

The distinction between renter and owner housing overpayment is important because while homeowners may extend themselves financially to afford the option of home purchase, the owner always maintains the option of selling the home. Renters, on the other hand, are limited to the rental market, and are generally required to pay the rent established in that market. According to the 2000 Census, 34.6 percent of the 2,417 renter households in the City of Oakdale, and 25.9 percent of 3,641 owner households pay more than 30 percent of their income for shelter. A total of 1,781 households, or 31.7 percent of all households, were considered cost burdened with respect to housing expense. The number of renter households overpaying for housing has been reduced by half since 1990; however, owner households overpaying has risen by four percent.

Level of Payment

Census data regarding the extent to which lower income households are affected by cost burdens (e.g., level of payment and ability to pay) are reflected in the Table below:

TABLE R
OVERPAYMENT FOR HOUSING, 1990 AND 2000

Income Range	Paying 30-34% Of Income	Paying 35%+ Of Income	Total Overpaying	Renter Households
RENTER HOUSEHOLDS, 1990				
0 - $9,999	25	381	406	31.3%
$10,000 - $19,000	64	256	320	24.6%
$20,000 - $34,999	107	49	156	12.0%
$35,000 +	4	0	4	0.3%
TOTAL	**200**	**686**	**886**	**68.2%**
OWNER HOUSEHOLDS, 1990				**Owner Households**
0 - $9,999	13	44	57	2.9%
$10,000 - $19,000	12	104	116	6.0%
$20,000 - $34,999	48	101	149	7.7%
$35,000 +	56	48	104	5.3%
TOTAL	**129**	**297**	**426**	**21.9%**

RENTER HOUSEHOLDS, 2000				Renter Households
0 - $9,999	5	343	348	14.4%
$10,000 - $19,999	57	211	268	11.1%
$20,000 - $34,999	64	133	197	8.2%
$35,000 +	16	7	23	1.0%
TOTAL	**142**	**694**	**836**	**34.6%**
OWNER HOUSEHOLDS, 2000				**Owner Households**
0- - $9,999	7	89	96	2.6%
$10,000 - $19,999	14	105	119	3.3%
$20,000 - $34,999	50	238	288	7.9%
$35,000 +	162	280	442	12.1%
TOTAL	**233**	**712**	**945**	**25.9%**
Source: U.S. Census 1990 – 2000				

Overcrowding:

Overcrowding is defined by the Census as having more than one person per room and generally occurs when large households occupy small housing units. For definition purposes, a "room" is defined as living room, dining room, kitchen, bedroom, and finished recreation room. Based on the 1990 Census, 323 (7.3 percent) of the households in the City of Oakdale were considered overcrowded. The percentage of overcrowding for renter households was over twice the amount of owner households. The 2000 Census showed an increase in the percentage of overcrowding in the City, with a total of 8.8 percent of all owner-and renter-occupied housing units. This equates to 18.3% of the surveyed households and is a significantly high percentage than the data found in the 2000 Census.

There also seems to be a direct link between overcrowding and housing being affordable. Homeowners or renters with large families are unable to afford larger dwellings; thus, children are usually the largest percentage of persons living in substandard conditions.

TABLE S
HOUSING OVERCROWDING
1990 – 2000

TENURE	1990 NUMBER	PERCENT OF ALL HOUSEHOLDS	2000 NUMBER	PERCENT OF ALL HOUSEHOLDS
Renters	216	4.9%	360	6.4%
Owners	102	2.3%	136	2.4%
TOTAL	**323**	**7.3%**	**496**	**8.8%**
Source: U.S. Census, 1990 – 2000				

Vacancy Rates

According to the 1990 Census, the total vacancy rate was 4.0 percent in the City of Oakdale. The 2000 Census found that the housing vacancy had declined to 3.4 percent.

TABLE T
CITY OF OAKDALE HOUSING VACANCY

Year	Housing Units	Number Vacant	Percent
1990	4,561	182	4.0%
2000	5,805	195	3.4%
2002	6,058	200	3.3%
Source: U.S. Census, 1990 2000; CA State Department of Finance, 2002			

3.2 Housing Constraints

Actual or potential constraints on the provision and cost of housing affect the development of new housing, as well as the maintenance of existing units for all income levels. Non-governmental (market) and governmental constraints that affect the development of housing are discussed below.

Non-Governmental (Market) Constraints

The high cost of renting or buying adequate housing is the primary ongoing constraint to providing affordable housing. Construction costs, land costs, labor costs, market financing constraints and interest rates are all contributing factors that can lead to the decrease in the availability of affordable housing.

Financing Costs

The costs of financing residential development are, to a great extent, dependent on national economic trends and policy decisions. Interest rates for residential development, such as construction loans and permanent financing, are tied to the private market and fluctuate depending on the prime rate or other market indicators. In addition to interest rates, loan terms and conditions can vary and are affected by the availability of funds both in the primary and secondary loan markets.

Currently, mortgage rates are at their lowest rates in 30 years, with a variety of mortgage financing options available. Fixed rate mortgage loans with a 30-year term had interest rates varying from 6.0 to 6.5 percent. Adjustable Rate Mortgages have been available at rates starting as low as 4.0 to 5.0 percent. Interest rate percentages do not include lender fees, these fees can be as much as one to three-percent of the actual loan amount. Interest rates are an important factor in residential financing because, as interest rates increase, more potential home buyers are excluded from the market.

In order to assist lower income and moderate income households purchase their first home, the City continues to provide deferred loans to eligible first-time homebuyers for closing cost and/or down payment assistance.

Land and Construction Costs

Land costs for new residential development may vary depending on the location, size and type of development. With the average cost of a new home in the City selling for over $200,000, the price

of land has become a very important consideration. Like other areas in the valley, land prices have been steadily increasing throughout the City.

Each year HUD also establishes the maximum housing cost that can be financed with various first-time homebuyer programs. In 2002, the maximum housing cost for government assisted home purchases in the Modesto Metropolitan Statistical Area was $174,450. According to the County Multiple Listing Service (MLS) and the records of the Stanislaus County Board of Realtors, the average selling price of single-family homes in the City of Oakdale in 2002 was $189,951. Median prices ranged from $155,341 for a two-bedroom home to $235,846 for a four-bedroom home. Housing affordability is affected by the mortgage rate. For example, the mortgage payment would be $1,136 per month on an average-priced three-bedroom home ($178,667), assuming a $10,000 down payment and an interest rate of 6.0 percent. In this case, a family would need an income of $42,440 per year (Moderate Income Range) to be considered as having affordable housing.

TABLE U
SINGLE FAMILY HOUSING COSTS

Year	2-Bedroom Unit Average Price	3-Bedroom Unit Average Price	4-Bedroom Unit Average Price	Overall Average Price
2002	$155,341	$178,667	$235,846	$189,951
Source: Oakdale Century 21 Realtors, January – October, 2002				

Like single-family residential housing, the cost of developing multi-family housing depends on the location of the parcel, the number of units and whether additional financing mechanisms are required (e.g. loans, bonds, etc.).

Following a review of recent multi-family development trends in the City of Oakdale, the average cost per unit has typically ranged from $41,000 to $62,000 per unit. This information was garnered from city building department records, recent comparisons of land acquisition costs, as well as construction costs.

GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

While local governments have little influence on such market factors as interest rates, their policies and regulations may have the potential to affect the production of housing. However, for the most part, local regulations play a legitimate role in protecting the public's health, safety, and welfare. Examination of the local regulatory structure, which may potentially have an affect on the development of housing, is highlighted below. This examination also outlines steps the City has taken to remove and/or minimize potential obstacles to residential development. These steps are also reinforced by specific housing programs, as outlined in Chapter 4.

Housing affordability is affected by factors in both the private and public sectors. Actions by the City of Oakdale, as well as state and federal governmental actions can have an impact on the price and availability of housing in the City. Land use controls, building codes, development fees, site improvement requirements, and other state and federal programs intended to improve the overall quality of housing may serve as a constraint to housing development within the City.

Land Use Controls

Discretionary control over land use in Oakdale is currently exercised by the Planning Commission, City Council, and the City's Community Development Department through the General Plan, Zoning Ordinance, and other implementing ordinances. In addition, the City continues to review its development standards to ensure greater flexibility and lesser standards can be approved for all projects where appropriate.

Building Codes and Enforcement

To some extent, building codes may have the potential to affect the cost of housing development based upon structural and occupancy regulations/standards for residential construction. Examples of building code constraints which have the potential to affect the cost of housing include materials standards, mechanical and plumbing equipment requirements, fire protection measures, handicapped access requirements, and energy conservation measures.

The City of Oakdale enforces the Uniform Building Code and related codes throughout the City. The UBC is necessary for the proper construction and maintenance of safe and decent housing and is not considered a constraint to development. Title 24 of the State Code, contains energy conservation standards that provide guidelines for residential construction in regard to energy conservation, such as appropriate wall, floor and ceiling insulation. The Title 24 regulations are not considered as constraints to development since they promote a more energy-efficient residential environment, as well lower utility bills for the resident.

Energy Conservation Measures

It is important to reduce housing utility costs and high-energy consumption through energy-efficient housing and retrofitting programs. The City of Oakdale has addressed and will continue to focus on energy conservation measures even with the existence of comparatively mild climatic features.

Local Energy Companies

The Pacific Gas & Electric (P.G.&E.) Company, and the Modesto Irrigation District (MID) are the two major utility companies serving the City of Oakdale. These companies promote energy conservation and have implemented programs to inform customers of home energy saving techniques. PG&E offers a free weatherization program to qualified low-income homeowners.

Both PG & E and MID offer home energy audits for interested residents. MID also has an air conditioning load management program. To encourage the public to weatherproof their home, thereby decreasing heating and cooling costs, PG&E and MID offer a loan program for customers to make such improvements possible. The utility companies also provide printed material to promote energy conservation.

Promotion and Programs for Energy Conservation

The City promotes energy conservation via the Subdivision Ordinance, requiring that to the extent feasible, subdivisions shall be designed to provide passive or natural heating and cooling opportunities.

The City also realizes the importance for continued programs in the planning, creation and implementation of new policies to meet new innovations in energy-saving technology and to preserve natural resources. The City will continue to investigate new innovations in energy-saving technology and will make appropriate recommended changes to its Zoning Ordinance, as necessary.

Zoning

The City of Oakdale has three residential zones: R-1, R-2, and R-3. The R-1 zone allows single-family development with a minimum interior lot size of 5,000 (for older parts of the City) and/or 6,000 square feet, with an average density of 6 dwelling units per acre. The R-2 and R-3 zones allow duplex and multi-family developments on minimum interior lot sizes of 6,000 square feet. The average multi-family development densities are 14 and 28 dwelling units per acre respectively.

In addition, Planned Development (P-D) zoning, if requested, allows for development options beyond what is allowed in the standard residential zones (i.e. small lot patio housing, reduced street widths, higher density housing). Density bonuses also afford further opportunity to increase densities above the otherwise allowable ranges to accommodate and/or maximize the availability of additional affordable housing units.

Included in the above, the City's landscaping and screening (open space) requirements provide for planting and related improvements for the purpose of beautifying and enhancing a property, for the control of erosion and the reduction of glare, in all given districts. In determining these requirements, private patios/balconies, and all other areas not occupied by buildings including parking lots, walkways, driveways, pools and similar amenities are included, thus reducing the potential constraints that this requirement may pose to the development of housing.

Development Standards

The City of Oakdale's development standards for new residential development are meant to ensure compatibility between land uses and to maintain the livability and safety of its neighborhoods. Development standards include parking standards, building setback requirements, landscaping and fencing requirements, and construction of certain on-site and off-site improvements such as curbs, gutters and sidewalks. Site plan review is not required for single family and/or duplex residences. Multi-family dwellings are subject to site plan review; however, this process is streamlined.

Standard building setbacks are 20 feet for the front yard, five feet for side and rear yards and 10 feet for rear yards. Screen landscaping and fencing are also required to maintain neighborhood compatibility. The requirement for the installation of curb, gutter and sidewalk is for public health and safety reasons.

Section 36-25 of the City of Oakdale Zoning Ordinance establishes the parking requirements for residential uses. In general, the City's parking requirements are designed to be minimally adequate and do not constitute a constraint to the development of affordable housing. As indicated below, these standards are minimal and over the last forty years, the following parking requirements are still in effect:

1. Single-family dwellings, two spaces per dwelling, one paved and one covered by a carport or garage.

2. Multiple-family dwellings, two spaces for each unit for the first three units. One and half spaces are required for each unit above three units. Thirty percent of the stalls may be for compact cars.

Overall, the above development standards are not deemed to be a constraint to the development of housing because they are considered as minimum standards designed to protect the public health, ensure compatibility between adjacent land uses, to maintain and enhance the livability of Oakdale's neighborhoods.

The minimum lot sizes, average permitted densities, density bonus, open space, provisions for allowing second units, together with the special provisions of the Planned Development (PD) Zone, are all aimed at eliminating potential constraints on the development of affordable housing while maintaining the integrity of the development and the community character. Further, both the density bonus provisions and the PD process provide the opportunity for flexibility in development standards. This allows for evaluation of alternatives and reduces potential constraints that may otherwise exist for the development of housing.

On- and Off-Site Improvements

For residential projects, the City of Oakdale requires both on- and off-site improvements. These include: curb/gutter and drainage facilities, sidewalks, paved streets, landscaping, and water and sewer service. Such improvements are required as a condition of the subdivision map, or if there is no required map, improvements are required as part of the building permit. These on- and off-site improvements promote the health, safety, and general welfare of the public.

Curbs/gutters and drainage facilities direct storm and runoff water out of residential developments. City streets and roads are required to be paved. Pavement creates an all-weather roadway, facilitates roadway drainage, safety for the driving public, and reduces dust. Roadways are classified by the City according to traffic needs.

Arterials and collectors are designated on the General Plan according to existing and projected needs. Developers are responsible for the development of roadways associated with the residential project and also participate in regional transportation system improvements through a portion of the developer fees collected.

Sidewalks are for movement of pedestrian traffic. Where sidewalks are available, safety of pedestrian traffic is enhanced, particularly for school-age children, the elderly and the physically impaired.

Development of and connection to municipal water and sewer services are required as a condition of approving subdivision maps. Water service is necessary for a constant supply of potable water. Sewer services are necessary for the sanitary disposal of wastewater. These off-site requirements allow for the development of much higher residential densities.

Reasonable Accommodations (SB520)

In accordance with the recently enacted SB 520, the City of Oakdale is currently reviewing its development processes, programs, zoning code, and adopted Uniform Building Code (2001), to assure that reasonable accommodations for persons with disabilities are provided. The City recognizes that persons with disabilities may face special challenges in obtaining suitable and affordable housing.

The City enforces Title 24 of the California Code of Regulations, which regulates the access and adaptability of buildings to accommodate persons with disabilities. The Americans with Disabilities Act (ADA) requires new residential buildings consisting of three or more units to incorporate design features including: 1) adaptive features for the interior of the unit; 2) accessible public and common use portions; and 3) sufficiently wider doors to allow wheelchair access. The City ensures that plans meet ADA accessibility standards.

Currently, the City uses the 1997 edition of the Uniform Building Code (UBC). No unique regulations are in place for disabled housing, such as minimum distances, special conditions, or other such requirements that could constrain the development, maintenance, alteration or improvement of housing for the disabled.

The City permits supportive multi-family or single-family housing for the disabled in any residential zone that permits non-designated single or multi-family housing. Development standards for housing that will serve disabled persons are the same as those for other residential developments. The City's standard development requirements are not overly burdensome and do not represent a constraint on the provision of housing for the disabled. In addition, "Universal Design" housing units, which are fully accessible to persons with most disabilities, are allowed under the California Building Code and UBC standards.

The City of Oakdale recently received a Community Development Block Grant (CDBG) for a Housing Rehabilitation Program, which could provide program funds for disabled persons to improve access and mobility in their homes.

The City allows residential care facilities, boarding homes, group homes and other types of special housing in a wide range of residential zones, often times by right, without the need for conditional use permits. However, State licensed group homes designed for 8 to 14 persons are permitted with a conditional use permit.

Within the City of Oakdale, emergency and transitional housing for the homeless is allowed in all zones, and in the commercial zones with a conditional use permit. The requirement for a conditional use permit is an appropriate regulatory measure because of the occupancy load of the shelter or transitional housing would generally be larger than the typical occupancy of residential units permitted in the zone. In addition, the placement of conditions is to assure that compatibility is maintained within the neighborhood.

The City does not place specific limitations on the development of housing for the homeless. This is demonstrated by the fact that there are two facilities for the homeless located within the City: 1) the Haven Women's Center of Stanislaus County, which operates a Transitional Housing and Supportive Services Program for abused women and their children; and 2) the Children's Crisis Center, which recently established an Emergency Shelter and Supportive Services Program for children.

The City's parking requirements ensure that adequate handicap parking is achieved in all zoning districts. The City also maintains flexibility in its parking standards to allow for a reduction in parking spaces for special needs housing, whereby occupants typically have fewer vehicles.

The City's offices are handicapped accessible. Applicants, whether faced with physical or mental challenges or not, are all treated with the same courtesy and customer service. When requested, service is provided one-on-one to assist in the completion of zoning, building permit

and other appropriate applications. Building permit applications are processed over-the-counter, as are other typical residential application.

Additionally, the City is currently reviewing its ordinances, policies, and practices for compliance with fair housing laws, which includes the promotion of housing opportunities for all persons regardless of race, sex, religion, ethnicity, national origin, ancestry, familial status, disability, or age.

Processing and Procedures

The City has a policy to continue its efforts to streamline and improve the development review process, as well as eliminate any unnecessary delays and/or potential restrictions in the processing of development permits. As an example, the City of Oakdale's Community Development Department includes the Building and Planning Departments under one roof (one stop shop). Because of this "one-stop shop", the average time for processing an application is greatly minimized. For example, the average time to process a building permit for new residential construction is approximately six weeks. This includes two weeks for site plan review, if it is a new subdivision (otherwise waived), two weeks for plan check, and two weeks for submittal and approval of final plan revisions.

Site plan review for new projects usually occurs first and involves a one-stop review by a development review committee that includes the fire, building, planning and public works divisions. This expedites development review as it takes only one meeting of all these division representatives to complete review and determine code requirements for the project, and thus, saves the applicant time and money. The committee meets 1-2 times a month to review projects.

The average processing time for single family and multi family residential developments is approximately 6-12 weeks. The following chart lists the average fees and processing time for different types of permit applications.

CHART 2
PERMIT PROCESSING

APPLICATION TYPE	FILING FEE	PROCESSING TIME
Environmental Impact Report (EIR)	$1,000.00*	6-12 months
General Plan Amendment	$4,870.00*	8-12 weeks
Parcel Map (Admin. Hearing)	$1,945.00[1]	6-8 weeks
Rezone	$4,870.00*	8-12 weeks
Site Plan Review	$1,185.00	2-3 weeks
Specific Plan (SP)	10% of costs	1 year
Tentative Map	$3,290.00*[2]	8-12 weeks
Use Permit – Minor (Admin. Hearing)	$1,510.00	6-8 weeks
Use Permit – Major (Planning Comm.)	$2,260.00*	8-12 weeks
Variance	$2,260.00*	6-8 weeks

* Deposit based fees
[1] Final Map review fee of $500.00*
[2] Does not include Final Map review fee $2,000.00*
**Fee waivers/deferred fees may be issued for affordable housing projects

The time frames associated with securing the necessary development permits are largely a function of the administrative and/or public hearing process and the staff time to review the

proposal. In comparison, processing times in Oakdale are shorter than those in nearby comparable cities, largely due to the City's permit streamlining procedures and adequate community development and building department staffing.

Therefore, based on the above analysis, no significant constraints upon development regarding local processing requirements have been identified and no change in the City's permit processing procedures is proposed.

Developer Fees

Project application fees, permit fees, and developer fees must be considered in the development and/or construction of new housing. There are several types of fees that apply to housing developments. These include: 1) general fees charged by planning departments for processing use permits, zoning amendments and variances, tentative subdivision maps, design and environmental review and appeals; 2) fees levied by building and public works departments for plan and engineering checks and inspections; 3) fees charged for city-provided utility connections such as sewer and water; and 4) growth or "capital facilities" fees for such infrastructure improvements, including those imposed by the County.

The growth fees are intended to offset the costs of a particular new development's infrastructure demands; the practice began after the passage of Proposition 13, the tax revolt initiative passed in 1978, which greatly limits localities ability to raise property taxes to cover increasing public service costs.

TABLE V
2003 DEVELOPMENT FEES

FEE TYPE	Single Family			Multi-Family	
	Pre-Existing Lot (1997)	New Lot	Manufactured Home	Pre-Existing Lot (1997)	New Lot
Developer Fees (includes Fire)	$6,421	$13,465	$6,421 (pre-existing lot)	$4,621	$7,454
County	$7,627	$7,627	$7,627	$6,256	$6,256
School	$4.67 per square foot				
Sewer Connection	$625	$625	$625	$525	$525
Water Connection	$3/front foot line (minimum of $150)				
Plan Check	$ Depends on square footage				

Source: City of Oakdale Community Development Department – Building Division, 09/2003. Note: For affordable housing projects the Stanislaus County Community Development Department may waive and/or defer certain county fees.

Because developer fees can act as a constraint on the development of affordable housing, fee discounts, deferrals, and/or waivers may be available for projects that include very-low and low-income units or elderly units. In addition, the Stanislaus County Housing Authority and other nonprofit sponsors of housing for very-low income households can apply for exemptions from the County fees.

Article 34

Article 34 of the California State Constitution requires that public entities obtain voter approval before they "develop, construct or acquire" a public housing project. The provision of this state law can represent a significant governmental constraint because there is often considerable public opposition to these types of project at the neighborhood level. The last local referendum was approved of the development of the 80-unit Senior Housing project was completed in 1992.

3.3 Housing Opportunities

In addition, State law requires that each Housing Element address specifically the land areas and sites available for particular types of housing and shelter, not only single-family and multi-family sites, but sites for manufactured housing and emergency shelters and transitional housing as well.

AVAILABILITY OF LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

Land. Currently there are approximately 354 acres of vacant residential land within the city limits. Much of this vacant land within the city was committed to residential development. For example, 339 acres of land are either under construction or have secured final approval for development, for a total of 1,492 single-family homes.

City staff conducted an analysis of Flood Insurance Rate Maps, topographical and wetland maps, listing of potential contamination of sites, parcel configurations, and seismic fault zones to verify if any parcel(s) in the Vacant Land Inventory would be physically or environmentally constrained. It was found that there were no environmental, topographical, or water-related constraints that would impede development in all sites of Oakdale. In addition, specific development activities/proposals will be analyzed at the time of application by the City with regards to potential environmental effects, as required by the California Environmental Quality Act (CEQA).

The General Plan includes substantial land for new residential development in various types of land use designations, as summarized in the Table below. This table lists the acreage of vacant land according to its residential land use designation, and the number of dwelling units which could be potentially developed, assuming average densities allowed under the General Plan. These estimates are conservative in nature as they do not account for units which could be developed using density bonus provisions.

TABLE W

LAND AVAILABLE FOR RESIDENTIAL DEVELOPMENT
General Plan Designation

Land Use Designation	Max.Density	Acreage	Units[1]
Low Density Residential	6 du/acre	354	1,699
Medium Density	14 du/acre	46	529
High Density Residential	28 du/acre	38	779
Planning Areas (SOI)	7 du/acre	705	3,383
	TOTAL	**1,143**	**6,390**

[1] Assumed at 80% of maximum density, deductions included for land dedicated to schools and parks.
Source: City of Oakdale General Plan

As outlined in Chapter 4, housing programs (e.g. density bonus, incentives, down payment assistance for first-time homebuyers, and second units) are included in the Housing Element to encourage development of affordable housing. Also addressed are services which illustrate the capacity to extend services to newly developing areas where additional affordable housing can be developed.

Identified Sites

The following tables identify sites suitable for development, including in-fill, underutilized and/or vacant sites, and reflect the estimated number of very-low and low income units, based upon current available funding sources. Current resources for multi-family development include Community Development Block Grants, Proposition 46 funds, HOME funds, Redevelopment 20% Set-Aside Funds, and Low Income Tax Credits, HUD Section 8, 202 and 811 programs - all of which competitively target the very low and low income.

The revisions do not exclude the development of projects at Market rate rents, which are often times affordable to lower income households, based upon the HUD Maximum rents, adjusted for family size. The following sites are the most suitable for multi-family development and are currently the City's first priority for consideration based upon information known about the sites. Furthermore, based on the data below, there are sufficient sites with zoning and infrastructure to accommodate the city's share of regional housing needs for 2001-2008.

TABLE X
SITES SUITABLE FOR MULTI-FAMILY INFILL DEVELOPMENT
Vacant Sites: R-2

Site No.	Size	Location	Parcel No.	Total Units	Low Income Units	Very Low Income Units	Units/ Acres
32	6,884 Sq. Ft.	743 E "J"	64-67-03	2	2	0	11
37	5,500 Sq. Ft.	643 S. Sierra	129-07-06	3	1	2	11
38	5,500 Sq. Ft	So. Sierra	129-07-05	-	-	-	-
			Subtotal	5	3	2	

Vacant Sites R-3

Site No.	Size	Location	Parcel No.	Total Units	Low Income Units	Very Low Income Units	Units/ Acres
10	.524 acres	Hallman Ln	64-24-07	13	11	2	22
18	4 acres	E. "G" St.	64-47-37	88	44	44	22
35	1.38 Acres	Sierra & 4th	129-02-01	30	15	15	22
36	2,500 Sq. Ft.	348 So. 4th	129-04-57	1	1	0	22
40	7,500 Sq. Ft	508 No. 5th	129-13-27	2	1	1	22
41	7,113 Sq. Ft.	No. 6th	129-18-20	2	2	1	22

42	7,000 Sq. Ft.	E. "E"	129-18-21	2	1	1	22
43	7,336 Sq. Ft.	E. "E"	129-18-22	2	1	1	22
46	7,078 Sq. Ft.	So. 6th	129-21-25	2	2	1	22
47	5,000 Sq. Ft.	So. 3rd	130-05-68	1	1	0	22
			Subtotal	145	79	66	
			Total	**150**	**82**	**68**	

Total Multi-family Units (R-2 and R-3)

The following sites are also ready for development but do not currently have the necessary development approvals needed for development, and would therefore be considered as second priority for development.

TABLE Y

SITES SUITABLE FOR MULTI-FAMILY INFILL DEVELOPMENT

Vacant Sites - R-2

Site No.	Size	Location	Parcel No.	Total Units	Low Income Units	Very Low Income Units	Units/ Acres
13	2,932 Acres	E. "F" St.	64-43-16	32	16	16	11
14	4,487 Acres	E. "F" St.	64-43-17	49	35	14	11
33	1.06 Acres	390 Pederson	64-67-19	11	5	-	11
BR	26.65 Acres	W. "F"/Crane	Various	293	97	58	11
BR	9.2 Acres	S. Crane	Various	101	33	33	11
			Subtotal	**486**	**186**	**121**	

Vacant Sites - R-3

Site No.	Size	Location	Parcel No.	Total Units	Low Income Units	Very Low Income Units	Units/ Acre
25	11.05 Acres	E. "G" St.	64-55-02	243	81	81	22
BR	8.6 Acres	W. "F"/Crane	Various	189	95	62	22
BR	8.13 Acres	S. Crane	Various	180	59	59	22
			Subtotal	**612**	**235**	**202**	

The following underutilized sites do not currently have the necessary infrastructure needed for development, and would therefore be considered as third priority for development.

TABLE Z

SITES SUITABLE FOR AFFORDABLE MULTI-FAMILY HOUSING DEVELOPMENT
Underutilized Sites - Needing Infrastructure

Site No.	Size Acres	Location	Parcel No.	Total Units	Low Income Units	Very Low Income Units	Units/ Acre
3	1.05 Acres	W. "F" St.	63-16-32	22	14	8	22
17	3.48 Acres	"G" St.	64-46-76	38	19	19	11
			Subtotal	**60**	**33**	**27**	
(Source: City of Oakdale Planning and Community Development Department.)							

The following sites are located in future Planning Areas and do not currently have the necessary development approvals, including annexation or infrastructure needed for development, and would therefore be considered as last priority for development at this time.

TABLE AA

SITES SUITABLE FOR AFFORDABLE MULTI-FAMILY HOUSING DEVELOPMENT
New/Future Planning Areas (Sphere of Influence)

Area No.	Size	Location	Parcel No.	Total Units	Low Income Units	Very Low Income Units	Units/ Acres
3	35.51 Acres	W. "F" St.	Various	391	129	78	11
6	8.0 Acres	No. of River	Various	88	44	44	11
8	18.73 Acres	N. Stearns/"F"	Various	206	68	41	11
9	2.95 Acres	S. Stearns/"F"	Various	32	16	16	11
--	22.4 Acres	East "F"	Various	246	134	112	11
--	12.9 Acres	East "F"	Various	283	142	141	22
Total Multi-family Units (Planning Areas)				**1,242**	**533**	**432**	
(Source: City of Oakdale Planning and Community Development Department)							

*The above Tables list the number of units and site locations of parcels suitable to accommodate housing for lower income and/or special needs households

The City of Oakdale welcomes the development of special needs housing (e.g., farm worker, homeless, disabled, etc.) in any zone that permits that type of housing being built (i.e. single or multi-family) without special conditions. The inventory of sites, as well as previous discussions regarding farm worker and/or special needs housing, indicate that the City of Oakdale has the necessary affordable housing strategies and/or programs to accommodate, facilitate and encourage the development of such needed housing.

Capacity of Sewer, Water and Drainage Facilities for Future Growth

The availability of infrastructure including improvements or extensions to developing areas of the city is necessary prior to development. For certain locations this can limit the development potential of certain properties until adequate services are available. Other projects may have problems with providing necessary infrastructure in areas that are not adjacent to existing development. In order to insure that public facilities will continue to provide adequate services for the citizens of the City of Oakdale, sewer system and water system master plans have been prepared covering a twenty year planning period that will take the community well into the twenty-first century. Thus, current capacity for these facilities would serve approximately 1,900 residential units, and thereby accommodating the city's share of regional housing needs.

Manufactured or Factory-Built Housing

Government Code Sections 65852.3 and 65852.4, provide for manufactured housing in single-family residential zones. These statutes require the City to allow the installation of manufactured homes on a permanent foundation on lots zoned for single-family residences. Manufactured homes must be certified on lots zoned for single-family residences. Manufactured homes must be certified under the 1974 National Manufactured Housing Construction and Safety Standards Act. The City may apply setback, side yard, parking, and other development standards, which it would apply to a conventional house on the same lot. Manufactured housing/mobile homes can be located in any residential area in the City as a principal use – by right.

The City of Oakdale has been in compliance with these statutes since their effective date. The City requires only that the structure be attached to a permanent foundation and be in compliance with all applicable building regulations when placed on individual lots outside of a mobile home park. This regulation is also consistent with conventional financing/lending requirements.

There are five mobile home parks within the City. Currently, there are not any undeveloped mobile home parks in the City. There are several sites in the City that are suitable for a mobile home park; however, no requests have been received from the property owners of these sites.

Oakdale Redevelopment Agency Low and Moderate Income Housing Fund

As per State Law (AB265), all redevelopment project areas in the state must set aside 20% of tax increment revenues for increasing and improving the community supply of low and moderate income housing. Furthermore, Chapter 1140, Statutes of 1989 amended the Housing Element Law to require the housing program of an element to include a description of the use of moneys in the Redevelopment Agency Low and Moderate Income Housing Fund.

The City of Oakdale established the Oakdale Redevelopment Agency Low and Moderate Income Housing Fund in 1986. Past funds have been expended for the development and construction of the 80-unit (100 percent affordable) Senior Housing Project; Transitional Housing for battered women and their children, and for the development and implementation of a Down Payment Assistance Program for first time home buyers. It is estimated that between 2001-2008 over $3 million will be made available for affordable housing projects. Currently, on an annual basis, the Housing Fund provides funds for a Down Payment Assistance Program, matching funds for grant applications (CDBG, HOME) assistance for the development of a 104-unit senior housing complex.

Employment Trends

Historically, manufacturing companies have been the largest employers in the City of Oakdale. In its peak season, Hershey's, a Confectionary Candy Company, is the city's leading employer with 800 employees. Other top manufacturing employers include Con Agra Food Products, United Can Warehouse, and A. L. Gilbert Feeds. Top non-manufacturing companies include: Oak Valley Hospital, Oakdale United School District, K-Mart and Save Mart.

TABLE AB

TOP EMPLOYERS – CITY OF OAKDALE, 2001

MANUFACTURING

NAME OF COMPANY	EMPLOYMENT	PRODUCTS
Hershey Chocolate & Confectionery Corp.	800	Chocolate and Cocoa
Con Agra / Hunts	350 (650 Seasonal)	Tomato Products
A. L. Gilbert Company	305	Feed & Grain
United Can Company	230	Can Manufacturing
Haeger, Inc.	60	Press Machine Manufacture
Formulation Technologies	60	Vitamins
Hi-Tech Emergency Vehicle Service	48	Fire Truck Repair
Valley Precision, Inc.	28	Gage & Tool Manufacture
West Coast Materials, Inc.	27	Commercial Building Materials
Oakdale Commercial Feed Yards	25	Grain Products
Mercury Metals	20	Electronic Equipment
Accu-Swiss, Inc.	16	Electronic Equipment

NON-MANUFACTURING

NAME OF COMPANY	EMPLOYMENT	TYPE OF BUSINESS
Oak Valley Hospital	450	Hospital
Oakdale Unified School District	448	Schools
K-Mart	137	Retail
Save Mart	100	Groceries & Deli
City of Oakdale	83	Government
Fagundes & Sons	82	Paving Excavating Grading
Oakdale Irrigation District	58	Rural Water District
Denny's	41	Restaurant
Burchell Nursery	45 (115 Seasonal)	Nursery, Trees
Oakdale Leader Newspaper	45	Newspaper
Ross Carroll, Inc.	35	Engineer-General Contractor
Oak Valley Community Park	44	Financial Institution
7-11 Materials	24	Concrete
Brunk Industries	20	Thermal & Acoustical Insulation

SOURCE: Oakdale Chamber of Commerce – Community Economic Profile, 2001.

According to the 2000 Census, 63% of the City's residents, over 16 years of age, were employed in the labor force, while 37% were not employed in the labor force.

TABLE AC
CITY OF OAKDALE
EMPLOYMENT CHARACTERISTICS, 2000

SUBJECT	NUMBER	PERCENT
EMPLOYMENT STATUS		
Population 16 Years and Over	**11,650**	**100.0**
In Labor Force	7,337	63.0
Civilian Labor Force	7,330	62.9
Employed	6,577	56.5
Unemployed	753	6.5
Percent of civilian labor force	10.3	xx
Armed Forces	7	0.1
Not in Labor Force	4,313	37.0
COMMUTING TO WORK		
Workers 16 Years and Older	6,390	100.0
Car, truck, or van – drove alone	5,031	78.7
Car, truck, or van – carpooled	827	12.9
Public transportation (including taxicab)	59	0.9
Walked	237	3.7
Other Means	67	1.0
Worked at Home	169	2.6
Mean Travel Time to Work (Minutes)	26.5	xx
Employed Civilian Population 16 Years & Over	**6,577**	**100.0**
OCCUPATION		
Management, Professional, and related Occupations	1,647	25.0
Service Occupations	1,134	17.2
Sales and Office Occupations	1,611	24.5
Farming, Fishing, and Forestry Occupations	140	2.1
Construction, Extraction, and Maintenance Occupations	831	12.6
Production, Transportation, and Material Moving Occupations	1,214	18.5
INDUSTRY		
Agriculture, Forestry, Fishing and Hunting, and Mining	257	3.9
Construction	644	9.8
Manufacturing	1,104	16.8
Wholesale Trade	290	4.4
Retail Trade	759	11.5
Transportation and Warehousing and utilities	422	6.4
Information	77	1.2
Finance, Insurance, Real Estate, and Rental and Leasing	349	5.3
Professional, Scientific, Management, Administrative, and Waste management Services	250	3.8
Educational, Health and Social Services	1,190	18.1
Arts, Entertainment, Recreation, Accommodation and Food Services	58.1	8.8
Other Services (Except Public Administration)	333	5.1
Public Administration	321	4.9

Source: 2000 Census

Unemployment

Unemployment trends can also be a strong indicator of the future economic development in the City of Oakdale. Monthly unemployment trends have declined from 1990 to 2003. A slight increase occurred in 2002. Unemployment rates, throughout the City and Stanislaus County, tend to drop significantly during the peak harvest months of July through October. The following table illustrates the unemployment trends for the City of Oakdale from 1990 to the present (2003). In June 2003, 760 persons were unemployed or 10.8% of the population, as compared to 11.9% in June 2002.

TABLE AD
UNEMPLOYMENT RATES
1990-2003

Year	Labor Force	Employed	Unemployed	Unemployment Rate
1990	5,810	5,100	710	12.2%
2000	6,550	5,840	712	10.8%
2002	6,950	6,130	820	11.9%
2003	7,070	6,310	760	10.8%

Source: State Employment Development Department, Labor Market Division, 1990-2003.

Further data indicates that the job market has continued to improve in the City of Oakdale and Stanislaus County. According to the 2003 Edition of the California Retail Survey, the County as a whole has seen an increase in retail sales growth. The following table illustrates that from 1996 to 2001, the City of Oakdale ranked in the top 3 for retail sales growth in Stanislaus County.

TABLE AE
RETAIL SALES GROWTH
BY CITY 1996-2001

CITY	% OF ANNUAL GROWTH
Ceres	9.2%
Hughson	11.9%
Modesto	7.5%
Newman	4.3%
Oakdale	**11.0%**
Patterson	9.1%
Riverbank	13.3%
Turlock	10.8%
Waterford	6.0%

Source: 2003 Edition of the California Retail Survey

Jobs Housing Balance

The issue of jobs-housing balance is contained in many housing elements. In order to plan for the provision of housing, which matches the financial capabilities of the existing jobs in the area, it is necessary to collect, quantify and classify this type of information. It is also included to encourage the types of employment opportunities which match the skills of the persons who presently reside

in the area. In essence, for a community to have one job for each household within a specific area, it is desirable to achieve the following:

1. A reduction in vehicle miles traveled (for home-work-home trips).
2. A reduction of air pollution (less time traveled).
3. Improved quality of life (more time for family and recreation).
4. Increased sense of community.

The ideal balance of jobs to housing units is expressed as 1:1, or one job to one housing unit. As a result of two wage earners per family, recent trends indicate that a ratio of 2:1 might be more appropriate. The statewide ratio of jobs to housing is one job to 2.3 households. Stanislaus County estimates the unadjusted countywide rate is one job per 3 households. Oakdale's ratio of jobs to housing is presumed to be even higher than the countywide ratio due to the top six non-seasonal employers alone employing over 1,900 workers. In comparison to other counties in the Bay Area and the Central Valley, Stanislaus County is a low labor cost market. In 2000, comparative wages for occupations commonly in demand were more than a dollar lower in the County than in the next lowest County, Sacramento. This results in a disadvantage trapping many in the low-wage economic structure with consequential affordable housing impacts. Many of the newcomers to the Oakdale area and the County are of a different socioeconomic and cultural profile.

4.0 Goals, Policies and Programs

This section contains goals, policies and programs the City has considered as part of its 2001-2008 Housing Element update. As a general housing aim, the City will seek to provide and maintain attractive residential neighborhoods with a variety of dwelling types and prices affordable to all segments of the population. The City's approach will be multifaceted using a list of programs and tools to address the housing needs of the community.

The City's efforts will be to target its resources (primarily redevelopment funds) for leverage towards deferring or financing certain facility fees and processing costs for qualified projects, as well as providing match funds for grant applications (e.g., state CDDBG, HOME funds.)

The fundamental purpose of a Housing Element is achieved through the implementation of "Programs". These programs are intended to be consistent with the General Plan "Policies" which, in turn, are consistent with the Housing Element "Goals". In other words, specific attention should be focused on the programs, which include quantified objectives for meeting the future housing needs for the City of Oakdale. The following outlines the use of the terms Goals, Policies and Programs:

A. GOALS:

A goal is a direction-setter. It is an ideal future end; condition or state related to the public health, safety or general welfare toward which planning and planning implementation measures are directed. A goal is a general expression of community values and, therefore is abstract in nature.

B. POLICIES:

Policy is a guideline to decision making, clear commitment of the City. It is effectuated by implementation measures or Action Programs. To serve as an effective guide, it must be clear and unambiguous.

C. PROGRAMS:

A program is intended to set forth a schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of monies in a Low and Moderate-Income Housing Fund of an agency if the locality has established a redevelopment project area pursuant to the Community Redevelopment Law.

The housing element must also include quantified objectives which specify the maximum numbers of housing units that can be constructed, rehabilitated, and conserved within a five-year time frame, based on the needs, resources, and constraints identified in the housing element (Government Code Section 65583[b]). The number of units that can be conserved should include a subtotal for the number of existing assisted units subject to conversion to non-low-income uses, which can be preserved for lower-income households. Whenever possible, objectives should be set for each particular housing program, establishing a numerical target for the effective period of the program.

SUMMARY OF CITY HOUSING GOALS AND POLICIES

GOAL #1 **Maximize Housing Choice Throughout the Community to Match Housing Supply With Need and Provide Safe and Decent Housing**

Policy 1.1: Promote a sufficient inventory of developable land to accommodate the need for new units throughout this planning period.

Policy 1.2: Include a mix of housing prototypes to provide increased opportunity for diverse income groups in existing and newly annexed areas.

Policy 1.3: Make a strong commitment to the issue of fair housing practices, as well as ensure that fair housing opportunities prevail for all City residents regardless of age, sex, family status, income or source of income, race, creed, national origin or disabilities.

Policy 1.4: Work to supply housing for the unmet needs of special needs groups, including the disabled, the elderly, the homeless, single parent households, farm workers, and large families.

Policy 1.5: Focus the use of resources for housing rehabilitation and assisted housing for those neighborhoods and residents having the greatest need for housing assistance.

Policy 1.6: Maintain the supply of safe, decent and sound affordable housing through the conservation and rehabilitation of existing housing stock.

GOAL #2 **Implement a variety of institutional actions by the City that will help achieve greater housing affordability.**

Policy 2.1: Work to establish programs to assist in the removal of constraints to the production of housing, where feasible.

Policy 2.2: Work to promote energy conservation activities in all residential neighborhoods.

Policy 2.3: Establish and/or support programs to supply below-market housing for very-low, low and moderate-income households, as well as market rate housing.

Policy 2.4: Make a maximum effort to preserve, units in assisted housing developments that are eligible to change to non low-income uses.

4.1 IMPLEMENTATION PROGRAMS

The following is a list of proposed Housing goals and their accompanying implementation programs. Also identified is the responsible agency, timeframe, source of funding, and quantifiable objectives.

GOAL #1 **Maximize Housing Choice Throughout the Community to Match Housing Supply With Need and Provide Safe and Decent Housing**

PROGRAMS:

1.1 Residential Land Inventory

On an ongoing basis, the City shall annex land adjacent to existing corporate boundaries and zone for residential uses, an amount of land sufficient to accommodate the City's Fair Share Allocation for new units and to avoid limited supply significantly affecting land prices at a minimum. The City will attempt to ensure at a minimum there is always a seven-year supply of land per its growth projections.

Responsible Agency:	Community Development Department Planning Commission, City Council
Time Frame:	2001-2008
Funding Source:	Department Budget
Quantified Objective:	Seven year supply

1.2 General Plan Review

Continue to review the existing General Plan, Specific Plans, and zoning designations on an annual basis to ensure that an adequate supply of land is available to meet local and regional housing goals for housing of all types and incomes.

Responsible Agency:	Community Development Department Planning Commission, City Council
Time Frame:	Annually
Funding Source:	Department Budget
Quantified Objective:	Not Applicable

1.3 Housing Rehabilitation

The City has recently received a Community Development Block Grant (CDBG) for rehabilitation and/or reconstruction of the city's older housing stock.

Responsible Agency:	Community Development Department, Oakdale Redevelopment Agency (RDA), State CDBG Program
Time Frame:	2001-2008
Funding Source:	CDBG, RDA Matching funds
Quantified Objective:	20 units (average of 5 units per year, average assistance per loan $45,000)

1.4 Housing Improvement Program (HIP)

The Housing Improvement Program provides the following: 1) eligible owner-occupants can have their homes painted free of charge and for rental units, property owners may have up to 75% of exterior painting costs paid by the program: 2) residential property owners may be reimbursed up to $500 for expendable items necessary for preparing and painting or stuccoing the exterior of their homes; and 3) complimentary dumpsters are provided to neighborhoods upon request for a maximum of one week for house, yard and/or neighborhood clean-up.

Responsible Agency:	Oakdale Redevelopment Agency (RDA)
Time Frame:	2001-2008
Funding Source:	RDA funds
Quantified Objective:	40 VLI, LI and Moderate Income Households

1.5 Coordination with Other Agencies to Monitor At-Risk Projects

Program Description: The City of Oakdale will work with the California Housing Partnership Corporation (CHPC). The CHPC provides support to localities and nonprofit housing corporations in addressing a wide range of preservation opportunities. The City of Oakdale will monitor any at-risk assisted housing projects on an annual basis. The City will keep in touch with the necessary agencies and sources, such as the Housing Authority, the owners of the at-risk units, HCD and HUD. This contact is essential and will help the City to be aware of any situation where assisted units are in danger of converting to non low-income housing uses.

Responsible Agency:	Community Development Department CHPC, Stanislaus County Housing Authority
Time Frame:	Annually
Funding Source:	No Cost
Quantified Objective:	Not Quantifiable

1.6 Fair Housing

The City of Oakdale participates in local fair housing strategies, including collaborating with the local Fair Housing Agency - Project Sentinel, as well as other federal and state fair housing agencies to help identify the impediments to fair housing choice, which may be identified when working with clients. In addition, the City of Oakdale has an adopted policy to affirmatively

further fair housing by complying fully with all federal, state, and local non-discrimination laws and in accordance with the rules and regulations governing Fair Housing and Equal Opportunity in housing and employment. The dissemination of the City's fair housing policies may include: posting at City and other public buildings, distributed via housing program materials, employment notices, and the City's website. When appropriate, informational notices shall be published in both English and Spanish.

Responsible Agency:	City of Oakdale, Project Sentinel
Time Frame:	Ongoing
Funding Source:	Department Budget
Quantified Objective:	Not Applicable

1.7 Reasonable Accommodations (SB 520)

The City will review potential governmental constraints, which may affect access to affordable housing and supportive housing for persons with disabilities based on guidelines from the California Housing and Community Development Department (HCD), as a result of SB 520. The City will analyze its permit processing, zoning and other regulatory standards relating to reasonable accommodations for persons with disabilities. Should any constraints be identified the City will adopt the appropriate program(s) to mitigate any impediments to housing for persons with disabilities, within six months of completing the analysis.

Responsible Agency:	Community Development Department, Planning Commission, City Council
Time Frame:	Complete Analysis by Summer 2004
Funding Source:	General Fund
Quantified Objective:	Not Quantifiable

1.8 Handicapped Barrier Removal Program

This program provides free technical advice on removing ability barriers from home or property, and is administered by the Disability Resource Agency for Independent Living (DRAIL).

Responsible Agency:	City of Oakdale Disability Resource Agency for Independent Living (DRAIL)
Time Frame:	2001-2008
Funding Source:	Department Budget
Quantified Objective:	Not Applicable

1.9 Second Units

The City will continue to encourage the use of second units in single-family residential areas to allow opportunities for second unit dwellings. Second units provide affordable housing for family members, senior citizens, disabled persons and renters. The City will provide more information regarding second units by offering a link on the City's website to the following website which contains more information regarding second units:
http://www.hcd.ca.gov/hpd/hpd_memo_ab1866.pdf.

Responsible Agency:	Community Development Department
Time Frame:	2001-2008
Funding Source:	Application Fees
Quantified Objective:	14 VLI to LI units

1.10 Manufactured Housing

Allow manufactured housing/mobile homes in all residential districts provided that it meets the same standards as conventional housing and is placed on a permanent foundation. City Zoning Code also permits the temporary use of mobile homes for medical circumstances in both residential and commercial zones.

Responsible Agency:	Community Development Department
Time Frame:	Ongoing
Funding Source:	Application Fees
Quantified Objective:	Not Applicable

1.11 Coordination with Agencies Serving the Homeless

Program Description: The City shall continue to work with agencies such as the Stanislaus County Consortia, County Social Services Agency, Women's Haven, the Community Housing and Shelter Services and the United Way. For example, the City will support the efforts of local non-profit organizations with site identification and funding applications whenever possible.

Responsible Agency:	Community Development Department, Homeless Service Providers, and the United Way
Time Frame:	Ongoing
Funding Source:	No cost
Quantified Objective:	Not Applicable

1.12 Housing Condition Survey

Continue to maintain a current housing condition survey of all housing units within the City. The City recently (2002) completed a comprehensive Housing Condition Survey, funded by State CDBG funds.

Responsible Agency:	Community Development Department,
Time Frame:	Annually
Funding Source:	General Fund/State P/TA CDBG funds
Quantified Objective:	Not Applicable

1.13 Funding and Technical Assistance for Large Family Households

The City will seek and use all available funding programs and other types of housing assistance in an effort to accommodate the housing needs unique to large family households. Sources of funding and/or housing assistance include, but are not limited to: density bonus incentives, flexible development standards, HOME Consortia funds, CDBG Housing rehabilitation program (for room additions), bond financing programs, and redevelopment agency funds.

Responsible Agency:	Housing Developers, Community Development Department, Rental property and/or homeowners
Time Frame:	2001-2008
Funding Source:	CDBG, HOME, RDA, Bond Financing (LIHTC, Prop. 46) other federal, state and/or local funds
Quantified Objective:	To assist 20 large family households

GOAL #2 **Implement a variety of institutional actions by the City that will help achieve greater housing affordability.**

PROGRAMS:

2.1 Stanislaus County HOME Consortium

Continue to participate in the Stanislaus County HOME Consortium, along with the Stanislaus County Redevelopment Agency and the City's of Patterson and Turlock, to receive funding for a variety of affordable housing projects that may include rehabilitation, construction, land acquisition and purchase assistance. The City intends to receive up to $400,000, in consortium funds over a two-year period, to assist in the acquisition of land for the development of 104 multi-family units affordable to lower income senior citizens.

Responsible Agency:	Stanislaus County HOME Consortium
Time Frame:	2002 -2004
Funding Source:	Home Investment Partnership (HOME) Program Oakdale Redevelopment Agency
Quantified Objective:	104 Affordable Multi-Family Units

2.2 Article 34 Allocation

Article 34 of the California State Constitution requires public entities to obtain voter approval for the construction of low-income housing projects. In 1992, the City received voter approval to construct an 80-unit affordable multi-family housing project for low-income seniors. Currently, the County is leading an initiative to work with interested cities, and the Stanislaus County Housing Authority to prepare a ballot measure and seek voter approval for the construction of a yearly allocation of low-income housing units.

Responsible Agency:	Stanislaus County Planning Department City of Oakdale and/or other participating cities Stanislaus County Housing Authority
Time Frame:	2004-2005
Funding Source:	Various participating entities
Quantified Objective:	120 VLI and LI Housing units

2.3 Section 8 Certificate Program

Under this program, sponsored by the Stanislaus County Housing Authority, eligible participants pay a maximum of 30-percent of their income for rent. The program then pays the difference between the rent the participants pay and the total (market rate) rent of the unit. The City's role is to support the Housing Authority who sponsors and implements the Section 8 program. While the vouchers are only made available through the Housing Authority, the City will work with the Housing Authority to provide information to its residents on the availability of the Section 8 program.

Responsible Agency:	Stanislaus County Housing Authority
Time Frame:	Ongoing
Funding Source:	HUD
Quantified Objective:	Not Applicable

2.4 Density Bonus Ordinance

The City has adopted an ordinance to implement the State Density Bonus law, which allows developers incentives such as increased density and flexibility standards in exchange for constructing affordable housing projects.

Responsible Agency:	Community Development Department, Developers
Time Frame:	2001-2008
Funding Source:	General Fund
Quantified Objective:	120 Very Low and Low Income Units

2.5 Down Payment Assistance Program

The City continues to provide for Down Payment Assistance to assist very low, low and moderate-income households in purchasing their first home within the City of Oakdale.

Responsible Agency:	City of Oakdale Oakdale Redevelopment Agency
Time Frame:	2001-2008
Funding Source:	RDA funds, HOME and Cal HOME funds
Quantified Objective:	40 Very Low, Low and Moderate Income Households

2.6 Mortgage Credit Certificates

Continue participation with local lenders and the Stanislaus County Housing Authority to provide First-time homebuyers with the ability to take 20-percent of their annual mortgage interest as a dollar-for-dollar tax credit against their federal income tax. Certificates are issued by a local agency (e.g. Housing Authority) and are most applicable for moderate-income households. The City will work with local lenders and the Housing Authority to encourage participants in the City's First-time Homebuyer Programs to utilize the Mortgage Credit Certificates when seeking additional financing options when purchasing their home.

Responsible Agency:	Community Development Department Local Lenders and the Stanislaus County Housing Authority
Time Frame:	2001-2008
Funding Source:	Federal Tax Credits
Quantified Objective:	40 Low and Moderate Income Households

2.7 California Gold and Access Loan Programs

Continue to support the second loan programs offered by the California Home Mortgage Finance Authority. These programs allow a homebuyer to borrow up to six percent of the home sales price to be used for all or a portion of the down payment. The program can also be used in conjunction with other down payment assistance programs. The City will inform participants in its First-time Homebuyer Program, and/or members of the public seeking home buying information that the California Gold and Access Programs can be utilized for down payment assistance within the City of Oakdale.

Responsible Agency:	Local lenders and Mortgage Companies California Mortgage Finance Authority
Time Frame:	2001-2008
Funding Source:	Federal Tax Credits
Quantified Objective:	50 Very Low, Low and Moderate Income Households

2.8 Redevelopment Low and Moderate-Income Housing Fund

State law requires that all redevelopment project areas in the state, to set-aside 20-percent of tax increment revenues for increasing and improving the community's supply of low and moderate-income housing. Furthermore, Chapter 1140, Statutes of 1989 amended the Housing Element to include a description of the use of monies in the Redevelopment Agency's Low and Moderate Income Housing Fund.

Responsible Agency:	Oakdale RDA, County Housing Authority, Housing Developers
Time Frame:	2001-2008
Funding Source:	Redevelopment Agency Funds
Quantified Objective:	104 Very Low, and Low Income Renter Households 25 Down Payment Assistance Loans Low to Moderate Income

2.9 Multi-Family Developer Incentive Program

This program allows for discounts or fee exemptions for Capital Facilities Fees (developer fees) for housing or via development agreements that provide for qualified very-low and low-income housing units when constructed by the Stanislaus County Housing Authority and/or other recognized nonprofit housing sponsors. For these projects, required developer construction fees may be considered for deferment of payment of Capital Facility Fees until occupancy building permit issuance.

Responsible Agency:	Oakdale Redevelopment Agency, Stanislaus County Housing Authority, Affordable Housing Developers
Time Frame:	2001-2008
Funding Source:	Redevelopment Agency Funds
Quantified Objective:	104 Very Low, Low and Moderate Income Households

2.10 State and Federal Housing Programs

The City shall seek and use all available funding programs and other types of housing assistance in an effort to accommodate the housing needs unique to special needs groups. Sources of funding include, but are not limited to, programs operated by Community Development Block Grants (CDBG), Home Investment Partnership (HOME), Cal HOME, State Bond funds (Proposition 46), California Housing Finance Agency (CHFA), HUD Section 202 (senior housing), HUD Section 811 (for disabled persons) and the Federal Low Income Housing Tax Credits. The City will monitor the availability of local, state and federal housing programs on an annual basis. The City participates in the Stanislaus HOME Consortia, which receives an annual federal entitlement of HOME funds. The City has also in the past applied to the State on an annual basis for funds from the CalHome, and CDBG program. It is anticipated that the City will continue to apply for funds on an annual and/or project basis.

Responsible Agency:	Community Development Department Affordable Housing Developers
Time Frame:	2001-2008
Funding Source:	CDBG, HOME, HUD, CHFA, State and Federal Bond Funds
Quantified Objective:	120 Very Low and Low Income Households

2.11 Streamline Application Process

The City will continue its "One Stop Shop" efforts to streamline and improve the development review process to eliminate any unnecessary delays and/or restrictions.

Responsible Agency:	Community Development Department
Time Frame:	Ongoing

Funding Source:	Department Funds
Quantified Objective:	Not Quantifiable

2.12 Energy Conservation Assistance

The City shall consider including weatherization and energy conservation methods as eligible activities under the recently funded CDBG program. The City shall also provide information on other existing weatherization programs such as the one administered by PG & E.

Responsible Agency:	Community Development Department Pacific Gas & Electric (PG & E)
Time Frame:	Review existing program and amend if necessary by Spring 2004
Funding Source:	CDBG Rehabilitation Program Funds PG & E Energy Efficiency Programs
Quantified Objective:	40 homes (20 very-low and 20 low income)

2.13 Jobs Housing Balance

On an on-going basis, the City shall maintain a sufficient inventory of land zoned for commercial and industrial uses to permit economic development necessary to provide employment for the new households identified in the Regional Housing Needs Assessment.

Responsible Agency:	Community Development Department
Time Frame:	Ongoing
Funding Source:	Department Funds
Quantified Objective:	Not Quantifiable

CHAPTER 3 TRANSPORTATION PLAN

3.1 Introduction and Authorization

An adequate and functional street network is essential for the well-being of the City's residents and businesses. Oakdale's economy is dependent upon the efficiency of the City's transportation system. Because street improvements are expensive and must be completed from time to time over a period of years, thoroughfares must be developed and coordinated with the Land Use Plans. Rail services to the industrial uses on the south, as well as the availability of airport facilities, are also important to the local economy.

Circulation Elements are required by State Government Code Section 65302 (b) to identify "...The general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and other local public utilities and facilities, all correlated with the Land Use Element...". The Circulation Element must address the establishment of infrastructure that adequately accommodates not only transportation, but sewage, water, drainage, and communications. When combined with the provisions of the California Environmental Quality Act the circulation systems must be designed and developed to minimize adverse environmental impacts, and resource consumption, unless it is infeasible to do so while carrying out the goals of the General Plan. Sewer, water and drainage are discussed in Public Facilities and Services, Chapter 5.

3.2 Transportation and Land Use Relationships

Plans for circulation and transportation improvements must be related to the land use proposals. An overall "street network" has been prepared, based upon the land use patterns established in the Land Use Plan. With only one north-south arterial and one east-west arterial, the land use plan suggests a significant expansion of the City street system will be needed.

With ever increasing traffic volumes and limited resources to expand the capacity of some of the existing streets, transportation system management will play an important role in the future. The City's aim is to expand the carrying capacity of streets and transit systems through the implementation of low-cost strategies whenever possible. The strategies are to be used to prolong or avoid costly expansions of the facility or service. Traffic signal timing or coordination, additional lanes at intersections, transit service enhancements, parking management and traffic management are all examples of transportation system management strategies which can be expected to be used in the future. Coupled with air quality and congestion management, these strategies will result in significant improvement of the operating characteristics of the existing facilities and services.

Developing a strategy during the City's General Plan Update Program was significantly complicated by the uncertain disposition of the State Highway 120 Bypass and what route and when it would be implemented. This required the Plan update Program to consider three Bypass scenarios in a proposed street network. They were Corridor #1, Corridor #2, and a non Bypass implementation scenario. The street network illustrated in Figure 3-1 was developed to address not just a 20-year 3.5-percent growth projection, but also one that would serve post 2015 build-out of the PSA. This network was used as the base to assign trip generation for the 2015 Land Use Plan Boundary, indicating 24-hour traffic on the network.

This chapter's focus is a roadway network related to both the 2015 Boundary and larger PSA area. Chapter 5 will outline improvements needed with reference to timing and phasing assumptions. A more detailed listing will be found in the Draft Public Facilities Plan's (PFP) Table 4-6.

3.3 Relationship to Regional Transportation Plans

Stanislaus Area Regional Transportation Plan (RTP)

The RTP focuses on inter- as well as intra-county modes of transportation based on a 20 year projected system need. The RTP assumes that the auto will continue to be the primary transportation mode for the County. It therefore encourages the use of Transportation Demand Management (TDM), Transportation System Management (TSM), Transportation Control Measures (TCM), and Congestion Management Program (CMP) strategies to improve air quality and reduce congestion on regional streets and highways.

Transportation Demand Management (TDM): Involves strategies and techniques to reduce the number of vehicle trips during peak hours. City support policy strategies include promoting telecommuting and local alternatives including pedestrian and bike paths between the Industrial, commercial and residential areas.

Transportation System Management (TSM): Oakdale does not have an official TSM policy, but utilizes the Stanislaus Area Association of Governments (SAAG) Congestion Management Program (CMP)

which was adopted in November of 1992. The City intends to work in cooperation with the CMP process, to develop a Trip Reduction Ordnance with standards as set forth in the CMP.

The RTP implementation strategies include promoting the Regional Expressway Plan. Both the RTP and Regional Expressway Plan presume the construction of the State Highway 120 Bypass, currently under study projected to be built in 1999. The Expressway Plan also recognizes the long term need for rerouting of the State Highway 108 around Riverbank and Oakdale. The City will be using the General Plan as well as the separate Public Facility Plan for promoting appropriate area circulation needs during the RTP's required every two year updates to ensure northeast county circulation needs are addressed.

3.4 Proposed Street Network

The street network incorporates four types or classifications of streets as follows:

Expressways that have: (1) a limited number of connections to the local street network; (2) are designed to handle regional traffic demands and, to a lesser extent, local demands; (3) are designed for higher speeds; and (4) probably would ultimately have four or more moving lanes for traffic.

Arterials that: (1) are designed to carry high volumes of local traffic; (2) interconnect the neighborhoods of the city; (3) are spaced at one- to one-and-one-half-mile intervals; (4) generally travel the full length of the city; and (5) will probably have four moving lanes for most of the length in the city.

Major and Minor Collector Streets are designed to literally collect the traffic from minor (local) streets and move it to the arterial streets. Collectors are: (1) designed to carry lower volumes of traffic; (2) will usually have two lanes; and (3) have low speed limits (same as minor streets). The major collectors will be spaced on one-mile centers and travel for greater distances, where as the minor collectors will generally extend for shorter distances and be located on one-half-mile centers or closer.

Local Streets are not illustrated on Figure 3-1. These are minor streets usually with a 50-foot right-of-way designed to carry traffic from collectors into residential neighborhoods. Local roads should not typically intersect with arterials.

3.4.1 Summary of Designated Streets and Highway Network

3.4.1.1 Expressways

Route 120 is a major two-lane State Highway used by area residents which bisects the Oakdale area community. Interregional and recreational traffic is extremely heavy through the City during weekends and holidays throughout the year related to travel east to the Sierras and Yosemite National Park. From Oakdale and north of Stanislaus County it is heavily used by commuters to travel to San Joaquin County and the Bay Area.

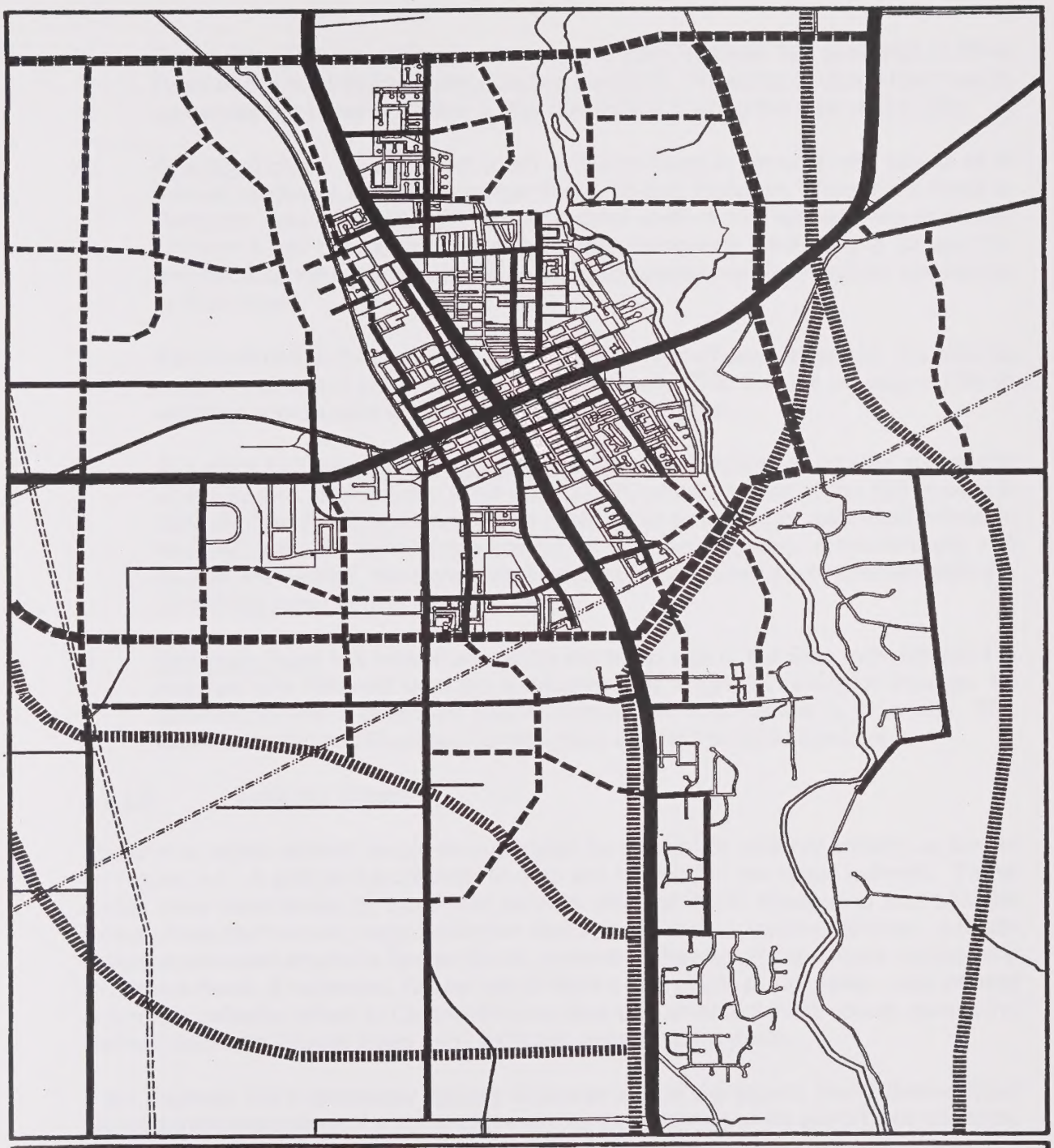
The Proposed State Highway 120 Bypass has two proposed alternate alignments. Corridor 1 extends from the existing Highway 120/Valley Home intersection crossing the Stanislaus River, adjacent to and east of the City water tank joining F Street at Stearns Road. The alternate northern alignment, Corridor 2, would travel along the north edge of the Oakdale study area approximately one mile north of Rodden Road, crossing the River further east in the Wamble Road area. The General Plan program analysis does not determine which route would be preferable. The General Plan presumes either Bypass alternative could be selected, therefore, the approach has been one of developing parallel policy addressing either route's implementation illustrated in Figure 3-1.

Route 108 is a State Highway serving as a major arterial connecting Modesto, Riverbank, Oakdale to the Sierra Nevada Mountains. (Figure 3-1) A conceptual Highway 108 Expressway, which has no designated alignments east of Claus Road. For the purposes of the City's Update Program, it will be assumed to enter the study area southwest of Patterson and Crane Roads and travel across the Oakdale/Waterford triangle intersection, then continue in one of two easterly alignments. The first option would extend northerly to exiting Highway 120 between Stearns Road and the airport. The second alignment option extends south and east of the airport and intersects existing Highway 120 near Wamble Road.

3.4.1.2 Arterials

1. The F Street/Highway 120/Highway 108 arterial is the City's only existing major east-west arterial. Almost all existing development in the City is within one mile of this corridor, with the exception of the industrial area.

2. Yosemite Avenue is the City's existing major north-south arterial and is the major route to the industrial area on the south. North of F Street, it carries the existing Highway 120 designation.



CITY OF OAKDALE
STANISLAUS COUNTY
CALIFORNIA

NORTH

HARLAND BARTHOLOMEW & ASSOCIATES, INC.
SACRAMENTO, CA

TRANSPORTATION PLAN

LEGEND

- PROPOSED EXPRESSWAY CORRIDORS
- EXISTING ARTERIAL STREETS
- PROPOSED ARTERIAL STREETS
- EXISTING COLLECTOR STREETS
- PROPOSED COLLECTOR STREETS

FIGURE 3-1

3. Crane Road/Cleveland Road would extend from Highway 120 (existing) or River Road on the north to Patterson Road on the south. Widening of Crane Road would be necessary; however, there is little development along the road at this time.

4. Orsi Road could be extended south of Sierra Road to connect with one to all of several roadways including: Greger Road, Hi-tech Parkway, Warnerville Road or Patterson Road extensions. It could extend north to intersect with the proposed Corridor 1 120 Bypass inter, or without the interchange northward to "D" and "A" Streets, if Corridor 2 is developed. A bridge crossing may also result for connection to River Road.

   Almost all of this route would consist of a new right-of-way, except for the existing section between Lando Drive and Sierra Road. This creates an opportunity to establish a wide future right-of-way of at least 100 feet.

5. A North of the River East-West Arterial is difficult to establish, due to the uncertainty of the Bypass alternatives. If the southerly (Corridor 1) route of the 120 Bypass is built, Rodden Road and River Road could serve as the major east-west arterial in this area (with the 120 Bypass going over or under Rodden). If the northerly 120 Bypass is selected, the River Road/Rodden Road arterial could intersect with the Orsi/Maag Avenue river crossing option.

6. Patterson Road is a logical arterial on the south side of the City, even though it is one-half mile removed from the residential area, ending at Lexington Avenue. Its relationship with a proposed future Highway 108 Expressway is uncertain. The circulation diagram illustrates its extension east to the Orsi alignment.

3.4.1.3 Collector Streets

The arterial street network would be supported by a series of collector streets, as shown on Figure 3-1. A total of 34 collector streets are included in the street network. These routes were established by the street network plan for traffic forecasting and analysis include three north-south major collectors and three east-west major collectors. A fourth potential east-west arterial is Greger Street, extended westerly to Crane Road and easterly to Stearns Road. If extended, Greger would have a total length of four miles. Also needed is a major collector either at Oak/Ash/Wood Avenues as an extension south across the railroad tracks, to Greger Road and Lexington Avenue to the south.

If the Highway 108 Expressway Bypass is located east of the airport, then Dillwood Road should be extended along the same alignment as the west side of the airport, 108 scenario, as shown on Figure 3-1.

There are a total of 16 east-west collector streets. It should be noted that several of these collector streets may not ultimately be continuous, i.e., Magnolia/D Street may not cross the railroad tracks. Also, J Street may be a series of several segments, with jogs on other streets or lack of connections due to acquisition limitations. A and D Streets may not connect with Stearns Road, due to the design of the Orsi Street/Highway 120 Bypass.

The extension of Maag Avenue north to A Street will depend upon the design of the Highway 120 Bypass or Orsi Avenue extension, possibly including a river crossing. The optimum configuration would be an extension of both Maag Avenue and Orsi Road to A Street.

The north-south alignment of Stearns Road at F Street/Highway 120 will not only depend on the location of the Bypass but also a future evaluation of north-south continuity versus cost/benefit.

3.4.1.4 Future River Crossings

Future River Crossings are needed for future growth in the PSA area. One challenge to determining need is directly related to which Hwy 120 Bypass option is constructed. Besides a parallel crossing at Yosemite, there are two "windows" for a future bridge crossing to serve the land use plan. One is in the same area as the proposed Corridor 120 Bypass centerline, between the water tank and the PG&E powerline corridor (referred to as the Maag Avenue/Orsi Road crossing).

TABLE 3-1
EXISTING, EXTENDED AND PROPOSED COLLECTOR STREETS
OAKDALE, CALIFORNIA

East-West Collector Streets	From	To
A Street	First Avenue	Stearns Road
Magnolia/D Street	Oak Avenue	Stearns Road
G Street	Wood	Orsi Avenue
Lando Drive	Orsi Avenue	Dillwood Road
J Street	Crane Road	Dillwood/Sierra Road
Sierra Road	5th Avenue	Wamble Road
Greger Street	Crane Road	Stearns (or Dillwood Extended)
Warnerville Road	Yosemite Avenue	Stearns Road
Lexington Avenue (Warnerville Extended)	Crane Road	Wamble Road
Southwest Collector Street	Greger Extended	Lexington Avenue
Pontiac Street	Crane Road	Oak Avenue
Walnut Street	Lee Avenue Extended	First Avenue
Dixon Road	Atlas Road	Dillwood Road
North Collector C	North Loop A	North Loop B
North Collector D	North Loop A	North Loop B
Rodden Road	River Road	East Edge of Study Area
North-South Collector Streets	**From**	**To**
Kaufman Road	Greger Extended	Patterson Road
Reed Road	J Street	Willow Glen Extended
Willow Glen Drive	F Street	Crane Road
Lee Avenue	Walnut Street	Patterson Road
Oak Avenue	F Street	Walnut Street
First Avenue	A Street	J Street
Fifth Avenue	A Street	Sierra Road
Maag Avenue	A Street	Warnerville Road
Stearns Road	A Street	Warnerville Road
Atlas Road	Dixon Road	Dillwood Road
Dillwood Road	Dixon Road	Greger Street (or F Street)
Reed Road (North of River)	Northwest Collector	River Road
Northwest Collector	Crane/Cleveland Road	Libertini Avenue
Libertini Avenue	Northwest Collector	River Road
Valley Home Road	Highway 120	Edge of Study Area
Twenty-Six Mile Road	Highway 120	Edge of Study Area
North Loop A	Twenty-Six Mile Road	Twenty-Six Mile Road
North Loop B	Rodden Road	Rodden Road

Source: For a more detailed outline see Table 4-6 in the Draft Facilities Plan (August 1993)

The second window is west of the City treatment plant in the Crane Road area. Crane Road is one and one-half miles west of the Yosemite Avenue crossing, an excellent spacing. Crane Road would connect to Patterson on the south and could align with

Cleveland Road north of the river. Chapter 5 reviews phasing assumptions related to bridge crossings.

Other options for crossings were also reviewed including extending Lee Avenue north, and a location further west, such as Langsworth Road, and Stearns Road eastward. Lee Avenue was determined too close to F Street, and Langsworth Road felt to growth-inducing causing Oakdale and Riverbank to grow together. Similarly, any crossing to the east of Stearns Road would be awkward, due to the terrain and existing development, and would not serve Oakdale intra-city travel.

3.4.1.5 Truck Routes

Truck routes are a subset of the roadway network designations not graphically illustrated on Figure 3-1. Because of consideration for load weights, turning movements, and parking requirements, truck routes should be limited to arterial and major collector truck routes should be limited to arterial and major collector streets. Although delivery of goods and products may necessitate limited movement on minor collectors and local streets, particularly int he downtown area, trucks should be limited to facilities capable of handling the size and weight of modern delivery vehicles.

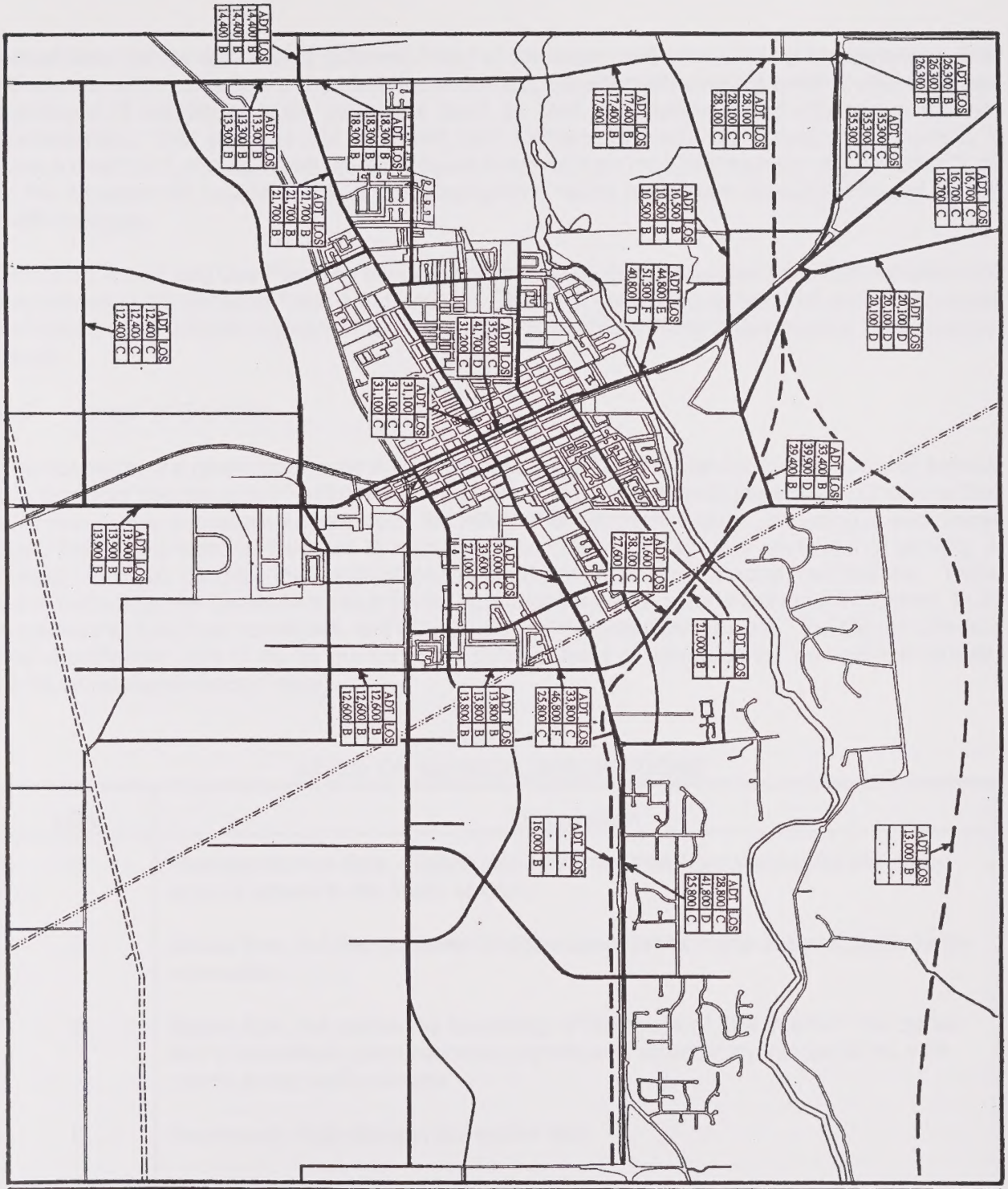
The following routes are existing at the time of the Plan adoption:

Streets	From	To
F Street	East City Limits	West City Limits
Yosemite Avenue	North City Limits	South City Limits
A and C Streets	Yosemite Avenue	Sierra Avenue
Sierra Avenue	Between A Street	J Street
J Street	Third Avenue	Fifth Avenue
Fifth Avenue	J Street	Sierra Road
Sierra Road	Fifth Avenue	East City Limits

3.5 Traffic Forecasts

The land use/population/employment forecasts under the Land Use Plan would create substantial increases in traffic within the community. Retail commercial land uses represent the largest generator of trips. Residential uses are the next largest generator, with single-family housing resulting in approximately three to four times as many trips as multi-family housing. The forecast for the 2015 Area's average daily traffic is shown on Figure 3-2. . It is important to recognize that the capacity of a given roadway can vary considerably, depending on roadway design, traffic characteristics, spacing of crossings, and traffic control facilities.

Traffic in terms of forecast Average Daily Traffic is shown for three alternatives, those being (1) a northern 120 Bypass (Corridor 2); (2) a southern 120 Bypass (Corridor 1); and (3) no Bypass. These forecasts presume the full network is in place. Build-out with only part of the network in place will invariably increase flows on other roadways. Level of Service (LOS) information discussed in the next section, is also shown for these alternatives. The traffic forecasts are based upon a 2015 population of 29,000, which reflects the 1980-1992 average annual 3.5-percent growth rate (see Population Forecasts 1.2 in the Land Use Chapter).



TRAFFIC FORCASTS
AVERAGE DAILY TRAFFIC and LEVEL OF SERVICE

CITY OF OAKDALE
STANISLAUS COUNTY
CALIFORNIA

NORTH

HARLAND BARTHOLOMEW & ASSOCIATES, INC.
SACRAMENTO, CA

LEGEND

ADT	AVERAGE DAILY TRAFFIC
LOS	LEVEL OF SERVICE

ADT	LOS	
0,000	X	NORTH BYPASS OPTION
0,000	X	NO OPTION
0,000	X	SOUTH BYPASS OPTION

A	FREE TRAFFIC FLOW WITH USERS AFFECTED BY OTHER VEHICLES
B	STABLE FLOW WITH OTHER USERS NOTICEABLE
C	STABLE FLOW WITH ALL USERS SIGNIFICANTLY AFFECTED BY INTERACTION
D	HIGH TRAFFIC DENSITY BUT STABLE FLOW
E	OPERATING CONDITIONS AT CAPACITY OR NEAR CAPACITY WITH DELAYS
F	BREAKDOWN IN TRAFFIC FLOW WITH SINIFICANT DELAYS

FIGURE 3-2

Actual flows can be significantly different, if part of the larger road network is not implemented. The difference in the traffic flow characteristics of one Bypass alternative versus another will be far mor significant, if additional major collectors such as Orsi and Greger Road extensions are not implemented. One example can be drawn from Caltrans Highway 120 forecasts for Corridor 1 versus Corridor 2, through town, differing by as much as 6,000 to 8,000 trips per day. Section 3.10 of this Chapter will outline some of the assumptions which have been developed based on the traffic analysis.

The 2015 Area Land Use Plan has enough land to provide for a computed build-out population of approximately 39,000 (see Table 3-1, Land Use Chapter). Use of the estimate of actual population provides a more reliable estimate of future 2015 traffic and conversely transportation infrastructure needs.

3.6 Level of Service

The operation of a given roadway is described in terms of Level of Service (LOS). Level of service is a term that denotes any of an infinite number of combinations of traffic operating conditions that may occur. It is a qualitative measure of the effect of a number of factors, including speed, travel time, traffic interruptions, freedom to maneuver, and safety. There are six levels of service, A through F, which describe the range of driving conditions from best to worst, respectively. Table 3-2 summarizes the characteristics of traffic operations for each level of service. In general, LOS A represents free-flow conditions, and LOS F represents severe congestion. The City of Oakdale has established LOS C as its minimum acceptable level of operation for non-arterial streets. (3.15.68 Implementation Policy)

TABLE 3-1
LEVEL OF SERVICE DESCRIPTIONS

LOS	Description
A	Represents free flow. Individual users are virtually unaffected by the presence of others in the traffic stream.
B	Stable flow, but the presence of other users in the traffic stream begins to be noticeable.
C	Stable flow, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by intersections, with others in the traffic stream.
D	Represents high density, but stable flow.
E	Represents operating conditions at or near capacity.
F	Represents forced or breakdown traffic flow.

Source: Highway Capacity Manual, Special Report 209, Transportation Research Board, 1985

Existing conditions on the key roadway segments in Oakdale have been evaluated based on information presented in the **Highway Capacity Manual (HCM)**, Transportation Research Board, Special Report 209, 1985. The HCM techniques were used to generate daily roadway capacity figures for a variety of roadway types. The derived capacity figures are intended to provide a planning level of detail. Actual roadway capacity figures are dependent on a number of factors and must, therefore, be developed specifically for each roadway segment under consideration. Consequently, the figures presented here represent generalized capacity criteria (see Figure 3-2).

Sections of Yosemite Avenue and Orsi Road/Orsi Bridge/River Road will have a LOS of less than "C" with four lanes. All of the remaining arterials have a LOS of "C" or better. This will require widening to six lanes, or a seventh turning lane, in these segments.

3.7 Right-of-Way Requirements

The recommended cross-sections for arterial and collector streets are shown on Figures 3-3, 3-4, and 3-5. These standard cross-sections would primarily apply to new streets or major street widenings. It is not anticipated that existing streets, such as First Street or Pontiac Street, will be revised merely to conform to a standard cross-section. The proposed right-of-way width may vary in the future, as long as it accommodates the moving lanes and other cross-section elements. The separate report Draft Public Facilities Plan (August 1993) Table 4-6 provides rights-of-way as well as other cross section factors, with specific right-of-way widths for all existing and proposed streets.

3.8 Land Use and Transportation Linkages

The Land Use Plan and the Transportation Plan proposals were developed concurrently. As expansions of the residential, commercial and industrial areas were considered, transportation needs were also identified. The proposed street network provides adequate access to all land uses and provides linkages between all land use categories. Following is a review of the linkage thresholds that were used to determine arterial and collector street requirements for the Land Use Plan.

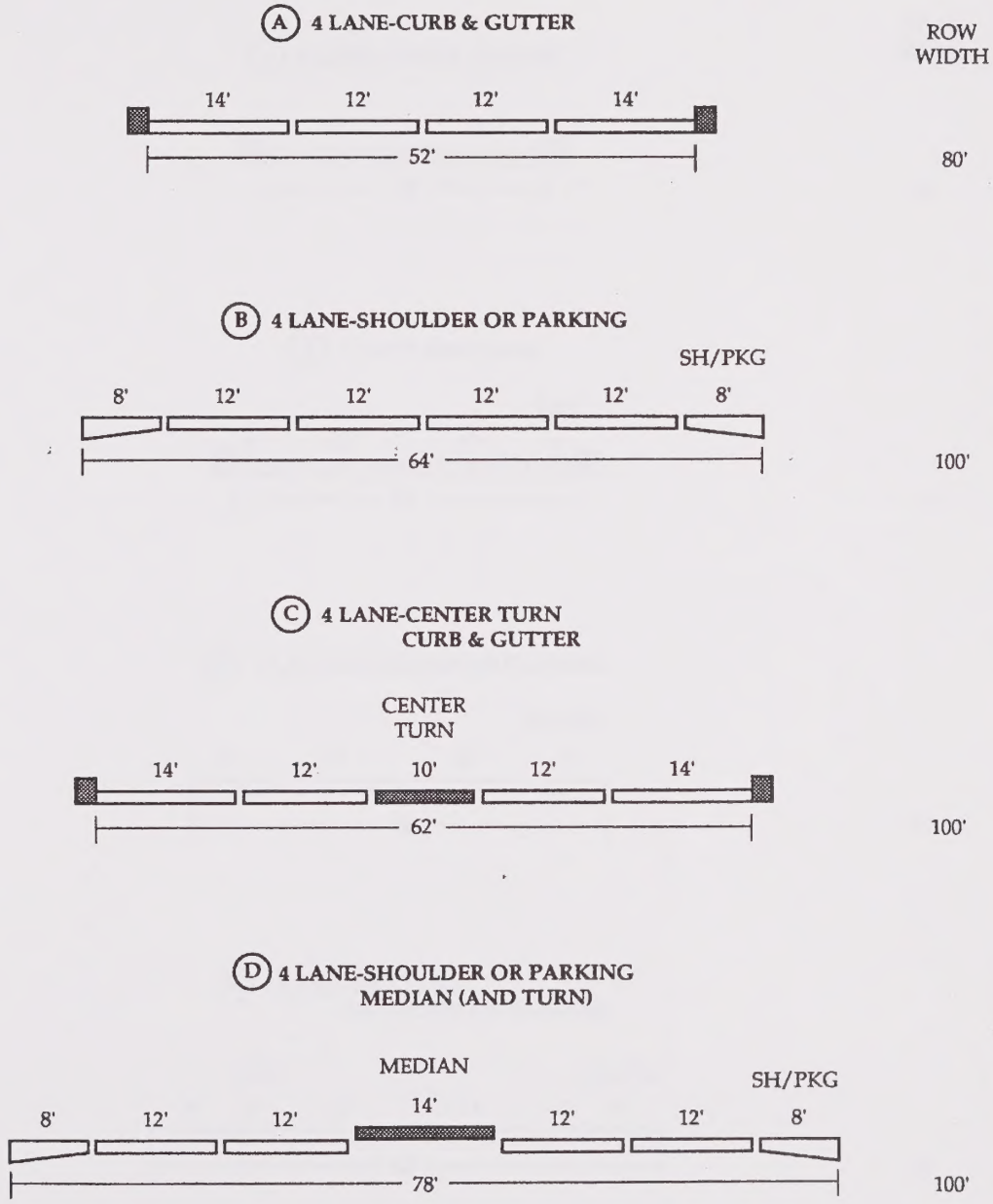
The basic network concept provides arterials on one- to one-and-one-half-mile centers and collectors on one-half-mile centers.

3.8.1 Residential Areas

All of the single-family low-density residential and low-density residential (SFLDR and LDR) areas on the Land Use Plan should be within one-half mile of an arterial or major collector street. In most instances, these areas are within one-quarter mile of a major collector route. The medium-density and high-density residential areas (MDR and HDR) should be located directly on or within three blocks of an arterial or major collector route. Threshold: within one-half mile of a collector or arterial.

3.8.2 Commercial Areas

The central business district and the general commercial areas are located on arterial streets. All of these areas connect to F Street or Yosemite Avenue, with the exception of the post 2015 Airport



Oakdale General Plan Background Study

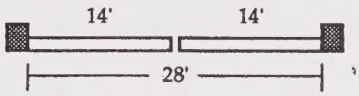
Street Cross Sections

City of Oakdale, California

FIGURE 3-3

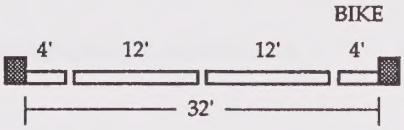
ROW WIDTH

(E) 2 LANE-CURB & GUTTER



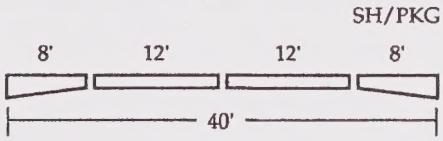
60'

(F) 2 LANE-BIKE LANE



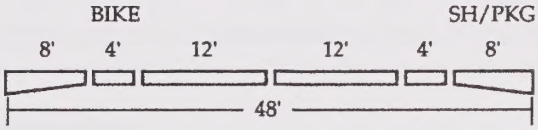
60'

(G) 2 LANE-SHOULDER OR PARKING



60'

(H) 2 LANE-BIKE LANE SHOULDER OR PARKING



60'

Oakdale General Plan Background Study

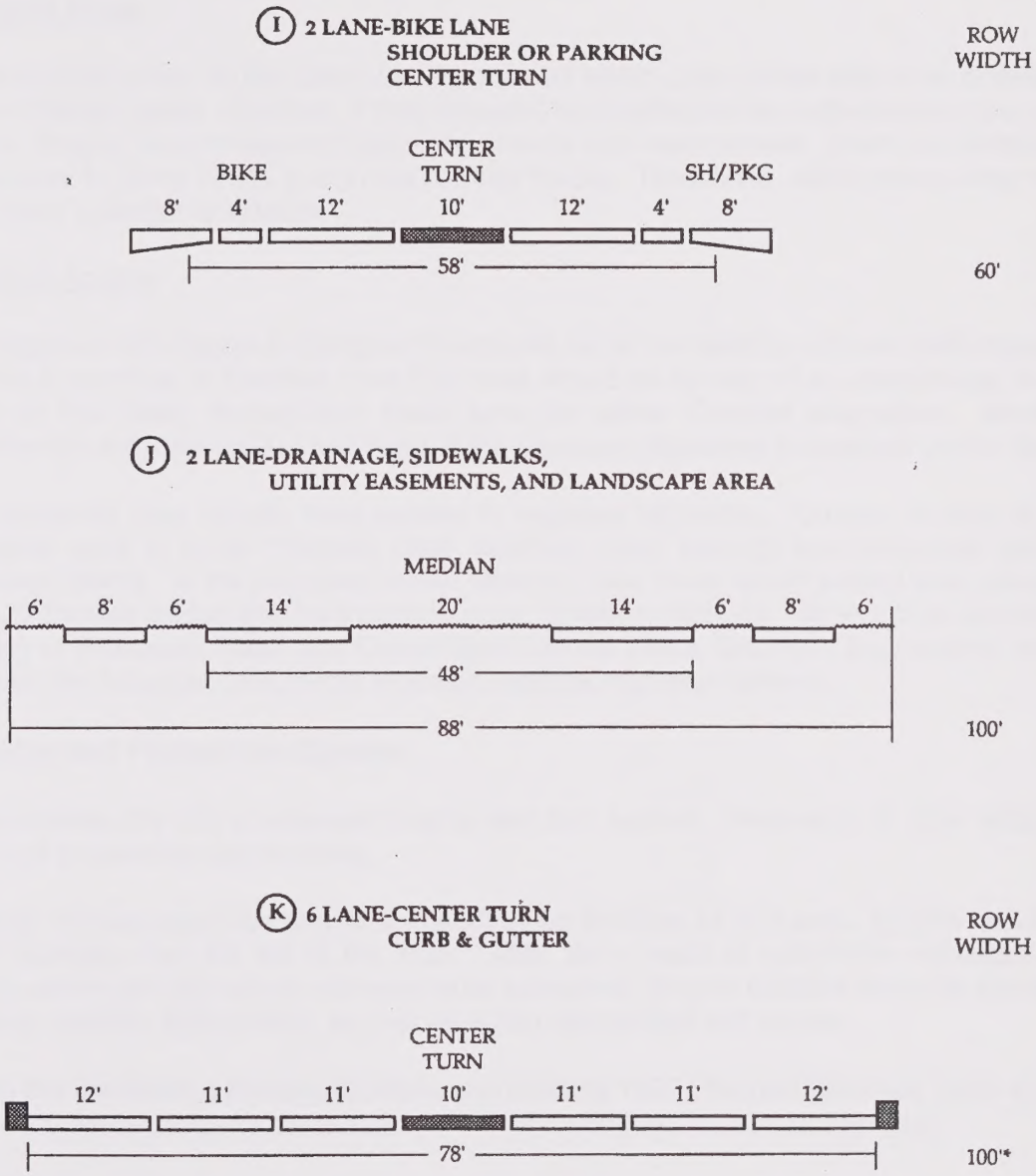
Street Cross Sections

Harland Bartholomew & Associates

City of Oakdale, California

CROSS SECTIONS

FIGURE 3-4



* Within an 80 foot right-of-way
All traffic lanes ten feet wide for 70 feet of roadway

Oakdale General Plan Background Study

Street Cross Sections

City of Oakdale, California

FIGURE 3-5

CROSS SECTIONS

Reserved General Commercial Area, which is south of Sierra Road. There are two small neighborhood centers on the plan that include smaller general commercial designations; each of which are intended to center at the intersection of two collector streets. The designated office areas are all located adjacent to arterial routes. Threshold: directly on collector or arterial, or within three blocks.

3.8.3 Industrial Areas

The industrial areas on the Land Use Plan are all within one-quarter mile of an arterial or major collector street. Kaufman, Yosemite and Orsi Roads provide north-south access, and Sierra, Greger, Warnerville and Lexington provide east-west access. There are limitations for access to Sierra Road, due to the railroad tracks. Threshold: within one-quarter mile of a major collector or arterial.

3.8.4 Regional Access

The Highway 120 Bypass is designed for and will serve the need for a tourist traffic bypass. Access to services in Oakdale from this route would be by way of an interchange to the north in the Valley Home/River Road area for either Corridor alternative. Another interchange may exist near Orsi Road, if the southern alignment is selected by the State.

The industrial area should have access to regional highways. Current access to the industrial uses in south Oakdale often requires travel through the congested central business district. In the proposed street network, Orsi Road would extend from either of the 120 Bypass routes into the industrial area. Existing Highway 108 would be accessed by way of Patterson Road and Crane Road, or the future Southern Expressway would connect the industrial area to the Modesto regional highway network.

3.9 Bicycle and Pedestrian System

Figure 4-1 illustrates the City's proposed bicycle and trail system. Reference to trails includes consideration of equestrian opportunities.

The community will see expanded bicycle and pedestrian facilities int eh future. Bicycle activity is expected to increase over the life of the Plan. Also, as a result of congestion management requirements, commuter bike activity will need to be promoted. Bicycle facilities would be primarily provided along roadway right-of-way, as well as within designated trail routes.

The following are the existing bikeway facilities and existing 1990 Planned Facilities: (refer to the definition section Appendices for explanation of classification system under Bikeway)

Existing Facilities:

Class III (Bikeways)

- Lee Avenue from Highway 108 to Poplar Street
- Poplar Street from City limits to First Avenue
- A Street from First Avenue to Yosemite Avenue Class II (Bikeways)
- South Yosemite Avenue from Kaufman to J Street Parking Bicycle Racks at various locations in the City.

Planned Facilities:

Class I (Bikeways)

- PG&E right-of-way from the Stanislaus River to Sierra Road

Class III (Bikeways)

- State Highway 108 from west City limits to Ash Avenue
- State Highway 108 from Johnson Avenue to east City limits
- State Highway 120 from Stanislaus River to A Street
- Yosemite Avenue from south City limits to J Street
- Johnson Avenue from D Street to Highway 108/120
- D Street from First Avenue to east City limits
- C Street from Johnson Avenue to Valley View Drive
- Valley View Drive from C Street to future Street east of Valley View Drive
- Future Street along Stanislaus River east of Valley View Drive to east City limits
- Ash Avenue from Highway 108 to H Street
- Wood Avenue from H Street to G Street
- G Street from Wood Avenue to east City limits

The General Plan approaches the establishment of a trail system as a linkage between recreational opportunities and nodes of employment and activity centers. Bicycle, pedestrian and multi-purpose trails (with potential for equestrian) are intended to be often off-road and ideally would be within a fee or easement open space area. They should be distinguished where practical from the bicycle route system, which is largely associated with the roadway system. The trails system substantially enhances the value of parks and recreation facilities, as well as open space and agricultural lands.

The City's Master Park Plan should be updated to provide additional detail to trail standards and locations for guidance. Policies include 1.8.8, 1.8.24, 3.15.84, 3.15.89, 3.15.90, 3.15.91, 4.7.155, 4.9.162., LU7, CT8, CT12, CT15, OS13.

Note: GPA Amendment: Reference Section V , Proposed System, of the 2001 Oakdale Bicycle and Pedestrian Master Plan. [Approved by City Council, June 17, 2002].

3.10 Local Transit Services

As Oakdale's population increases in the future, interest in some type of public transit will grow. A transit plan and feasibility study should be undertaken to determine the type of system, routes, and equipment required. The study should address both intercity and intracity needs.

Future bus services in Oakdale could be based on a two-route system serving both the 2015 and larger PSA Area. One route would be an east-west route along F Street, from Crane Road to Dillwood Road, and another a north-south route along Yosemite Avenue from the west interchange area to Patterson Road. Almost all of the commercial and industrial areas of the City would be within a few blocks of one of these routes. Bus stops along these streets would have to be in the form of turn-outs in easements outside the right-of-way. Further expansion of the system along collectors such as J Street, Maag Avenue, A Street, and Oak Avenue would improve service. Policies include 1.8.6, 3.15.77, 3.15.84, 3.15.88, CT8, CT18, CT21, S9, S10.

3.11 Railroad Operations

Future operations in Oakdale by the AT&SF Railroad, the Sierra Railroad, and the SPTCo would essentially continue on the existing railroad tracks within the study area.

The AT&SF branch line from the AT&SF main line in Riverbank to Yosemite Avenue and the connecting Sierra Railroad freight line along Yosemite Avenue are the major rail lines in Oakdale. The east-west AT&SF line extending through the planning area will impact future street crossings. The SPTCo spur line tracks are parallel to Yosemite Avenue north of J Street and include switching yards south of J Street, adjacent to Sierra Road, in the northern part of the industrial area. The Sierra line parallels Sierra Road in the City, separating and turning northeasterly just east of the Oakdale Airport.

Future industrial establishments located in the southern industrial area may require a spur line from the existing tracks of the SPTCo or Sierra Railroad. New tracks would probably have infrequent use and little impact on minor or collector streets which they cross. Industries requiring a high volume of rail service usually locate on a main line or branch line.

A Sierra excursion train has been proposed to run on the Sierra Railroad line from Oakdale to Tuolumne City. This would require rehabilitation of the tracks and total replacement of some missing sections. The 2015 Plan assumes no expansion of the rail system except the possibility of minor spur additions. The existing rail system's relationship with the Plan policy is primarily centered on crossing issues. Policies include 1.8.13, 1.8.23, 3.15.53, 3.15.54.

3.12 Oakdale Municipal Airport

The Oakdale Municipal Airport is a general aviation facility that is owned and operated by the City. The Oakdale Airport was established as a private aviation facility in 1947. In 1960, the airport was purchased by the City of Oakdale, which owns and operates it to this date. The airport is located southeast of the Wren Road and Sierra Road intersection and is approximately two miles west of Yosemite Avenue. Access to the airport is via Laughlin Road from Sierra Road. The airport covers 121 acres of land, with an airfield elevation of 226 feet. The existing facilities at the Oakdale Municipal Airport are as follows: single asphalt runway 3,000 to 3,500 feet by 66 feet, a parallel taxiway, and apron area. The airport also has buildings on the field that are all owned by the City and are used for a variety of purposes. This includes one administration and lounge building, nineteen T-hangars, and two conventional hangars. There are 51 tie-down parking spaces. Air transportation services are referred to a s fixed-base operations (FBOs). FBOs at the Oakdale Municipal Airport include flight instruction, charter service, rentals, and engine repair and maintenance.

A new Airport Master Plan is currently under preparation. The 2015 Plan recognizes a potential expansion of the airport, with additional aviation base facilities and an extension of the runway to 5,000 feet. Site acquisition will be to the east. The existing flight zones west of the airport are assumed to remain in place.

Plan Policy and Airport Land Commission Review: The previous 1986 (amended through 1990) General Plan Boundary terminated about 600 feet east of the Orsi Road and Sierra Road intersections. The 2015 Plan extends the boundary about another 1,000 feet to the Sierra Road intersection with South Stearns Road. Specific Plan policy related to this quadrant has not been included within the Plan policies, deferring it until completion of a Airport Master Plan which is

currently in progress. Its completion is not expected until mid-1994. During the Airport Plan's review, consideration will be given to appropriate 2015 Plan policy. Annexation of the area east of Orsi Road, south of the G Street alignment is not expected in the near future. Annexation should not occur until the Plan has been updated to reflect guidance and analysis from the Airport Plan's environmental assessment. Airport area policies include LU28, CT9 and 4.7.127.

3.13 Transmission Lines

The major canals and pipelines of the Oakdale Irrigation district, within the Study Area, carry irrigation water during the growing season and are used occasionally by the City for storm drainage. In view of the fact that agricultural activities will be gradually displaced with urban expansion in the Primary Study Area, no new canals or pipelines are anticipated. Within the Secondary Study Area, it is anticipated that agricultural operations will remain stable and that there would be no demand for additional water volume or canals. There are no known plans for major power or gas lines through the Primary or Secondary Study Areas beyond those already in existence.

3.14 Guiding Transportation Policies

CT1. Establish, construct and maintain the functional integrity of arterials and major collectors to both relieve congestion at the intersection of State Highway 108/120 and to promote an efficient truck system through the City.

CT2. Provide a safe, convenient and efficient multi-modal transportation system capable of meeting the needs of the residents and businesses to move people and goods and avoid congestion within the City of Oakdale.

CT3. Provide adequate off-street parking for all land uses, especially in the CC District.

CT4. Minimize conflicts between different types of vehicular traffic and discourage the intrusion of both through traffic and truck traffic into residential areas.

CT5. Provide safe and efficient pedestrian access within commercial, recreational, and residential centers in the City.

CT6. Coordinate City plans and policies with County and Regional transportation and land use plans and policies.

CT7. Encourage state and federal funding to construct State Highway 108/120 bypass(es).

CT8. Promote public transit systems and improve general accessibility of services and alternatives to motor vehicles by providing incentives to use such services.

CT9. Update and implement the Airport Master Plan.

CT10. Maintain a program of City Standards for transportation and circulation; parking; drainage; street lighting; utilities; and other construction-related improvements.

CT11. Seek approval and funding for the construction of traffic signals on State Highways 108 and 120 where identified in the City's adopted Public Facility Plan.

CT12. Integrate pedestrian, bicycle, and public transit components into major collector designs.

CT13. Maintain existing collector system to a standard that promotes continued use by local residents.

CT14. Ensure, through the development approval process, that extensions of the street system reserved through Open Space zoning, easements and/or public dedication or purchase, are extended through developments and are of adequate design.

CT15. Integrate Redevelopment Area designs, pedestrian, bicycle, and public transit components into collector street designs. The City may require the construction of, or fees in lieu of, pedestrian and bikeways separate from sidewalks, as a condition for approval of new subdivisions.

CT16. Develop and maintain a parking plan that is easily accessible from the collector system.

CT17. Designate a future system of curving, landscaped, collector streets to serve residential development within the major grid of future thoroughfares. Location of collector streets shall be coordinated with future schools, parks, and overall neighborhood pattern.

CT18. On- and off-street parking shall be developed consistent with the zoning and the uses to be served, and in consideration of traffic flow and speed. Provide parking lots at strategic locations to facilitate Ride Share and transit connections.

CT19. Reduce to a minimum the development of cul-de-sacs in residential projects unless the neighborhood area design provides existing and new residents multiple street and trail connections to reduce reliance on collector streets and arterials. The intent is to reduce the traffic on any given street.

CT20. Encourage narrower interior local residential street widths when part of a neighborhood plan which offers adequate alternative multiple and street and trail connections.

CT21. Residential, commercial and industrial street patterns should be developed with future multi-model public transit in mind.

3.15 Transportation Implementation Policies

52. That the circulation plan for the area known as CSA A, will be as substantially similar to that illustrated in Figure A-2 of Volume II of the DEIR including:

    a) The extension of Greger Street to Crane Road.

    b) Tioga Road shall only connect directly to one or two local roadways and not the extension of "J" Street.

    c) The extension of "J" Street westward to Crane must be south of the designated Commercial area.

    d) Reed Road should be the only cross street between Crane Road and Oak Avenue to facilitate traffic along "F" Street.

53. That the three west side alternative locations for a north/south rail crossing are Ash, Oak and Wood Avenues. Each crossing alternative will improve emergency response, and reduce traffic on "F" Street and Yosemite Avenue. Accomplishing an improved crossing is required for the development of the area south of the railroad.

54. That the two east side alternative locations for a north/south rail crossing are Maag Avenue and Orsi Road. Orsi Road is the preferred crossing.

55. In concert with other agencies, designate potential corridors for state bypasses and local road loops and protect them by use of large parcel zoning in the County and by requiring dedication and easements or purchase within the City.

56. Purchase right-of-way along the projected route of local routes where right-of-way is substandard. Acquire right-of-way approvals from property owners and Southern Pacific Railroad for the connection of "D" Street.

57. Initiate and maintain a cooperative maintenance and improvement schedule with Caltrans and the railroads to ensure the operational integrity of collector streets at railroad crossings.

58. Continue to work with CALTRANS to implement traffic control strategies that will improve the level of service on the arterial system.

59. Implement, after thorough evaluation, truck routes on an as-needed basis and ensure they are adequately maintained to promote continued use.

60. Through the subdivision design review and approval process, ensure that local streets are designed to keep traffic and speeds at a minimum.

61. Provide effective street lighting to ensure traffic safety along all streets and, particularly, at intersections.

62. Provide signalization that is conducive to good flow of traffic.

63. Based on a Master Circulation Plan, develop connecting major streets before subdivisions are proposed or constructed.

64. Construct arterial and collector streets according to configurations which provide adequate capacity for their appropriate function, as specified by the City Standard, Plans and Specifications, as amended.

65. The right-of-way widths and construction widths of all classes of streets from local to expressway shall be updated, as necessary to reflect the street system in the Circulation Chapter.

66. Preserve rights-of-way needed for highway and expressway improvements through dedication or acquisition as properties adjacent to the transportation route develop.

67. Require all users to pay their fair share of the costs to obtain right-of-way and to construct the Circulation Plan, and/or as set forth in future developed City's major facilities street ordinance.

68. Designate LOS D as defined in the Highway Capacity Manual as the minimum desirable service level for arterial streets and LOS C for collector streets. All new facilities shall be designed to operate at this level or better for a period of at least 20 years following their construction.

69. Require site specific traffic studies for all major nonresidential development of ten acres or more, or for residential development as determined by the City during application process, to determine the potential to fall below acceptable LOS.

70. Require new developments to pay their fair share of the cost to obtain rights-of-way and construct the Circulation Plan.

71. Dedication and roadway improvements shall be required during site plan review, land division requests for roadways and right-of-way identified in the adopted Facility Plan.

72. The City shall request of the County to apply the same requirements within the Primary Sphere of Influence Area as within the City.

73. Driveways to residential property along major collectors shall be discouraged and where necessary consolidated.

74. Where practical and desirable, driveways should be located on minor collectors and local streets rather than on major collectors and arterials. Median breaks on major collectors or arterials should provide access to the local collector streets and major activity centers only.

75. Where major collectors, arterials or potential expressways are required, residential development (driveway access) should be oriented a way (side on or rear on) from such streets, and properly buffered so that the traffic carrying capacity on the street will be preserved and the residential environmental protected from the adverse characteristics of the street.

76. The City shall continue to require curb, gutter and sidewalk to accommodate pedestrian traffic focussing along routes with high pedestrian traffic such as schools, parks and other village, commercial-type oriented facilities.

77. Encourage commercial development to participate in transportation system management programs. Consider requiring appropriately located developments to provide bus shelters, or turnouts for existing or reserved for future service.

78. Incorporate as part of the City's circulation policy system the Regional Transportation Plan and the Stanislaus County Congestion Management Program.

79. Promote the increased use of car pools and van pools.

80. Favor commercial/industrial related development that would support the replacement of gasoline or diesel vehicles with low emission alternative fuel models.

81. Permit on-street parking with enforced time limits. Regulated loading zones should be established and parking spaces should not interfere with movements of large trucks.

82. Require projects to provide adequate on-site parking, loading, internal circulation and drop-off, pick-up and turn-outs as applicable to the project to aide in the maintenance and improvement of traffic flow. Parking and loading spaces should be sized to accommodate large trucks in commercial and industrial areas.

83. Require bicycle parking and amenities at commercial developments.

84. The City's code should be amended to recognize development clusters whether in a shopping center, medical complex or business parks, which based on the design character and linkage to trails and transit options would be eligible for reduction in required parking.

85. Establish City, street and landscape design standards for arterial, collectors, local and private streets.

86. Establish landscape guidelines for South Yosemite Avenue and F Street as being the primary entries to the City.

87. Develop and maintain a public transportation system to serve everyone most efficiently at the least cost.

88. Design arterials and major collectors to include adequate right-of-way in order to accommodate bus stops or special bus pull-out lanes, where appropriate.

89. Link parks, schools, easements, collectors, and major employers with bicycle, pedestrian and equestrian paths. Greenbelt corridors shall be considered to enhance the community character, provide buffers, and create recreation and non-vehicle circulation options.

89a. Implement the Bicycle and Pedestrian Master Plan into future development where feasible. [GPA approved by City Council, June 17, 2002]

90. Develop imaginative open space/parks in conjunction with "problem areas" such as PG&E rights-of-way, to provide bike paths and open space buffers between residential and commercial uses.

91. As they become available consider acquisition of railroad rights-of-way for use as pedestrian, bicycle, transit or potential parkway corridors.

92. Provide setbacks, landscaping, sound attenuation walls and other methods to protect adjacent land uses from hazards, noise and air quality impacts associated with traffic on major streets.

93. Facilitate the reduction of vehicle travel by planning a utility infrastructure adequate to support high capacity electronic communication system links.

94. Encourage creative planning from industrial and commercial project designs in exchange for the number of on-site parking spaces required.

CHAPTER 4 OPEN SPACE AND CONSERVATION

4.1 Introduction, Organization of Chapter and Authorization

Due to this Chapter having a more direct relationship to the State Government Code requirement for an Open Space Action Program (OSAP), it has been arranged differently from other Chapters in the General Plan. In addition to discussion of issues, three separate policy and implementation subsections will be provided. The first policy and implementation Sections 4.5 and 4.6 will cover open space and conservation policies at large. The second, Sections 4.8 and 4.9 will focus on Community Appearance policies and guidelines. The final Section 4.10 will outline the City's Open Space Action Plan linking this Chapter with other policies located in other Chapters and resource maps in the EIR.

The purpose of the Open Space and Conservation Element is to develop policies and programs for the efficient management of natural resources and any areas of land which are essentially unimproved and devoted to open space. Although these two elements can be prepared as separate documents, for this integrated update of the General Plan they have been combined both within this Chapter and others in a single element. Nevertheless, the legally-required content of each element has been included in this Chapter, as well as Chapter 5 and 6, as required by Government Code Sections 65302(d) and 65302(e).

The aim and design of the City's Open is to carefully manage open space resources in order to support the Oakdale areas anticipated population growth while preserving nonrenewable assets for future generations. That aim can be expressed in the following objectives:

Resource Production. To moderate impacts of future development on long-term availability of essential resources including wildlife and vegetation, and to identify the limits or "carrying capacities" of those resources.

Resource Conservation. To encourage conservation of productive agricultural, and other resource lands, by anticipating the effects of development on identified area-wide resources.

Outdoor Recreation. To provide for, protect and maintain areas of scenic and recreational value to serve both existing and future citizens needs of the Oakdale area. Open space for outdoor recreation, including areas of outstanding scenic, historic and cultural value; areas suited for park and recreation purposes, including access to lake shores, rivers and streams; and areas which provide links between major recreation and open space areas, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.

Public Health and Safety. To discourage development in unincorporated areas and provide adequate facilities for water and sewage disposal, as well as direct urban development away from identified natural hazard areas. Open space for public health and safety, including areas which require special management or regulation because of hazardous or special conditions, such as earthquake fault zones, unstable soil areas, floodplains, watersheds, high fire-risk areas, areas required for the protection of water quality, and areas required for the protection and enhancement of air quality. (Refer to Chapter 6.)

4.2 Natural Resource Setting Overview

The following are brief descriptions of natural resources within and adjacent to the Primary Study Area (PSA) for the General Plan. A more comprehensive review can be found in the City's Master EIR document.

Soils

Most of the Oakdale Study Area is underlain by soils of the Hanford, Tujunga, Cometa-Montpellier, Greenfield, and Oakdale soil associations. A soil association refers to a group of soils which is geographically associated in a characteristic repeating pattern. Soil associations are generally useful in defining the location of large tracts that are suitable for certain kinds of land use, such as watershed protection, agriculture, wildlife habitat, or in planning engineering works, recreational facilities, and community developments.

With the exception of the Cometa-Montpellier association, which typically occurs on alluvial terraces north and northeast of Oakdale, soils within the Study Area are generally well suited for agriculture. These soils also offer few limitations for urban land uses, as soil texture, drainage, erosion potential and slope are factors which introduce similar limitations for either use. Localized soil conditions, such as a high water table or poor drainage, may reduce the value of the land for agricultural and urban land uses in some parts of the Primary Study Area.

Erosion refers to the displacement of soils by wind, downslope movement, or water runoff. Erosion hazards in the Oakdale Study Area are generally slight, except for sands of the Tujunga association which are subject to moderate to high wind erosion. Erosion rates are also moderate to high on steeper slopes of the Cometa-Montpellier soil association. Water runoff rates, which reflect the potential for surface erosion, are very slow for all soil associations, except on steeper slopes where runoff rates are medium to high.

Agriculture

The majority of land within the PSA has a rating of excellent, good, or fair for agriculture. Additionally, much of the land within the Study Area is designated as Prime Farmlands or Farmlands of Statewide Importance on the Important Farmlands map prepared by the State Department of Conservation for the Oakdale area. Mapping of the Important Farmlands can be found within the General Plan's Environmental Impact Report. As noted in the EIR, that map is out of date as to illustrating areas which have been developed or are compromised for productive agricultural use. That map will be updated in concert with the State's update.

Minerals

Available sand and gravel resources within the Study Area are limited to the stream channel and riparian zone along the Stanislaus River. Other areas of sand and gravel occur in the area, but are currently devoted to urban and agricultural land uses. No active sand and gravel quarries exist within the PSA; however, three are located upstream along the Stanislaus River at Knights Ferry.

Geology

Oakdale is located in the eastern part of the Central Valley, a structural trough between the Sierra Nevada and the Coast Range. Geologic formations of the Central Valley include a bedrock complex of metamorphosed marine sediments, overlain by alluvial (river), lacustrine (lake), and marine sediments to a maximum thickness of over 30,000 feet. More recent geologic formations in the Oakdale area consist of alluvial fan deposits of fine sands and silts laid down by various rivers and flood plains in the area of the Stanislaus River. Near-surface sediments in the Oakdale area are primarily flood plain deposits from the Stanislaus River, although continental sediments formed 25,000 to 13 million years ago are exposed at the surface in some locations.

The Central Valley is considered to be an area of relatively low seismicity in a state characterized by moderate to high seismic activity. Although a few of the fault zones formed within the Coast Range and Sierra Nevada extend beneath the sediments of the Central Valley, no active faults are known to reach the surface within Stanislaus County. The Midland and Tracy-Stockton faults, located about 45 and 10 miles west/northwest of the Oakdale area, respectively, are capable of displacing bedrock formations and some of the overlying sediments. However, there is no evidence to suggest that either of these faults is likely to cause surface displacement in the Oakdale area.

Hydrology, Flooding and Groundwater

The primary surface water feature in the Oakdale vicinity is the Stanislaus River, which runs east-west through the northern portion of the Planning Area. Other surface waters include the lower portions of Lesini and Rodden creeks which are tributary to the Stanislaus River, and a number of irrigation canals. Two large water impoundments, New Melones and Tulloch, are located in the foothills east of Oakdale. New Melones Reservoir, located approximately 20 miles upstream of Oakdale, has a maximum storage capacity of 2.4 million acre-feet. Tulloch Lake, about 13 miles upstream of Oakdale, has a total capacity of 68,400 acre-feet.

Flooding in the Oakdale area has historically been associated with high flows on the Stanislaus River. However, the New Melones project, completed in 1978, has substantially reduced the river's flood potential in the Planning Area. Elevations for flooding along the Stanislaus River in the Oakdale area have been calculated by the Federal Emergency Management Agency (FEMA). Comparison of these flood elevations with U.S.G.S. topographic river maps indicates that only the most recent river terrace areas would be subject to flooding in the 5-, 10-, 50-, and 100-, and 500-year floods. Small areas of localized flooding occur in a few locations.

Groundwater is currently the only source of domestic water for the City of Oakdale, and the City anticipates that groundwater will provide an adequate source of domestic water in the foreseeable future. Records of six monitoring wells of the Oakdale Irrigation District indicate that the depth to groundwater in the Oakdale area varies between 8.3 feet and 74.0 feet, depending on site elevation. The City of Oakdale is located in the center of a ten-square-mile groundwater recharge zone. Groundwater is recharged primarily from water conducting through gravels of the Stanislaus River, and from seepage of reservoir and irrigation water. To a limited extent, rainfall also contributes to groundwater recharge in the Oakdale area. The water quality of the Stanislaus River is impacted by agricultural return flows and urban pollutants. Within the Planning Area, river water does not meet the EPA's water quality goals of the Clean Water Act, and the water quality downstream of Oakdale has been shown to be toxic to fish in bioassays.

Biological Resources

Natural plant communities present in the Oakdale Study Area include non-native grassland, oak woodland, riparian woodland, and wetlands. Non-native grasslands are contained primarily within irrigated pastures, but may also occur in fallow agricultural fields. A mixed oak woodland borders the upper edge of the old river floodplain between Atlas and Dillwood Roads; elsewhere, individual oaks are scattered throughout the Study Area. Riparian woodland grows in association with the Stanislaus River, and along the lower reaches of Rodden and Lesini Creeks. Riparian woodlands are valued for their species diversity and complex vegetative structure. The riparian beltway also serves as a natural corridor for wildlife movement and dispersal through the PSA. Wetland type habitats present in the area include abandoned rice fields, ponded swales, freshwater marsh, irrigation canals, and farm ponds. Also in the area are a number of cultivated plant associations, including agricultural cropland, orchard, vineyard, and residential landscaping.

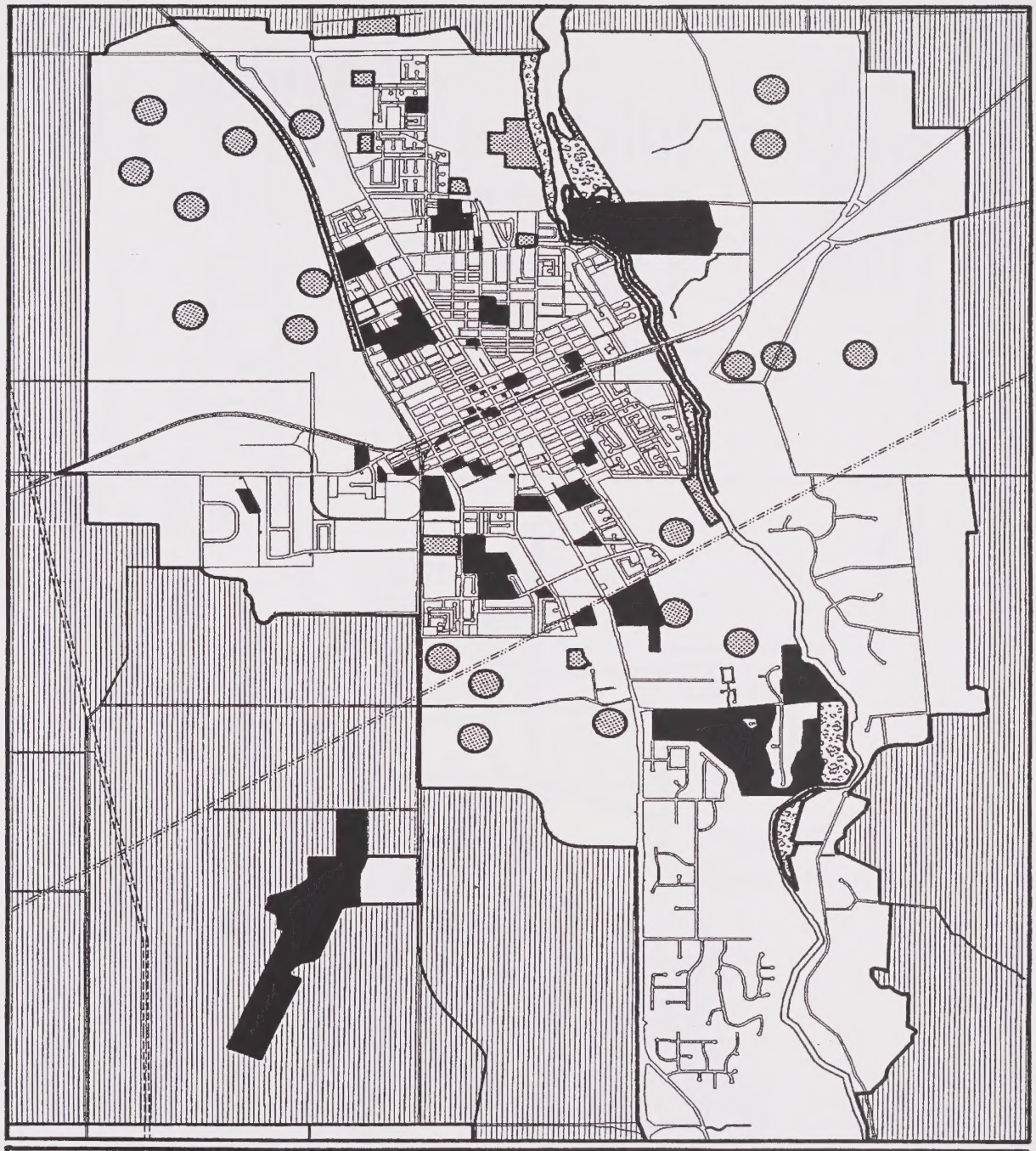
The following plant species of concern are known to occur or may potentially occur in the PSA: beaked clarkia, Hartweg's pseudobahia, valley oak. Wildlife species of concern which occur or potentially occur in the Planning Area include: valley elderberry longhorn beetle, Moestan blister beetle, California tiger salamander, western spadefoot toad, California red-legged frog, western pond turtle, giant garter snake, Cooper's hawk, black-shouldered kite, northern harrier, Swainson's hawk, western yellow-billed cuckoo, burrowing owl, short-eared owl, bank swallow, California horned lark, loggerhead shrike, yellow-breasted chat, tricolored blackbird, pale big-eared bat, pallid bat, and riparian woodrat.

Other important wildlife resources include fisheries of the Stanislaus River, wintering waterfowl and shorebirds, and heron and egret rookeries. The Stanislaus River supports a steelhead and fall-run Chinook salmon fishery, and spawning habitat for these fish is present in the Oakdale stretch of the river. Wetlands in the Planning Area, particularly the abandoned rice field in the north, the freshwater marsh in the southwest, and the pond east of Stearns Road, provide potentially valuable habitat for wintering waterfowl and shorebirds. Riparian woodlands provide suitable nesting habitat for herons and egrets, which have been observed nesting in Kerr Regional Park.

4.3 Relationship to Land Use Plan

Oakdale has experienced a significant increase in urban development and population growth since 1970. Projections note that significant additional growth is likely to occur through the year 2015 plan horizon. This growth will result in pressures to eliminate more and more open areas that have recreational, aesthetic, and wildlife habitat and resource production value. However, if the Oakdale areas open space resources are properly managed and maintained they can provide important physical, social, aesthetic, wildlife habitat and economic benefits to its residents and visitors. These resources whether natural or man enhanced (such as recreation) will have increasing value in the future.

The aggregation of all types of existing and proposed open space and conservation lands are illustrated on Figure 4-1 which include areas designated as: (1) large public and semi-public sites; (2) parks and recreation areas; (3) school sites; (4) open spaces; and (5) conservation/agricultural areas. Following is a general description of these major areas. Additional review is provided in the Land Use Chapter 1.



CITY OF OAKDALE
STANISLAUS COUNTY
CALIFORNIA

NORTH

HARLAND BARTHOLOMEW & ASSOCIATES, INC.
SACRAMENTO, CA

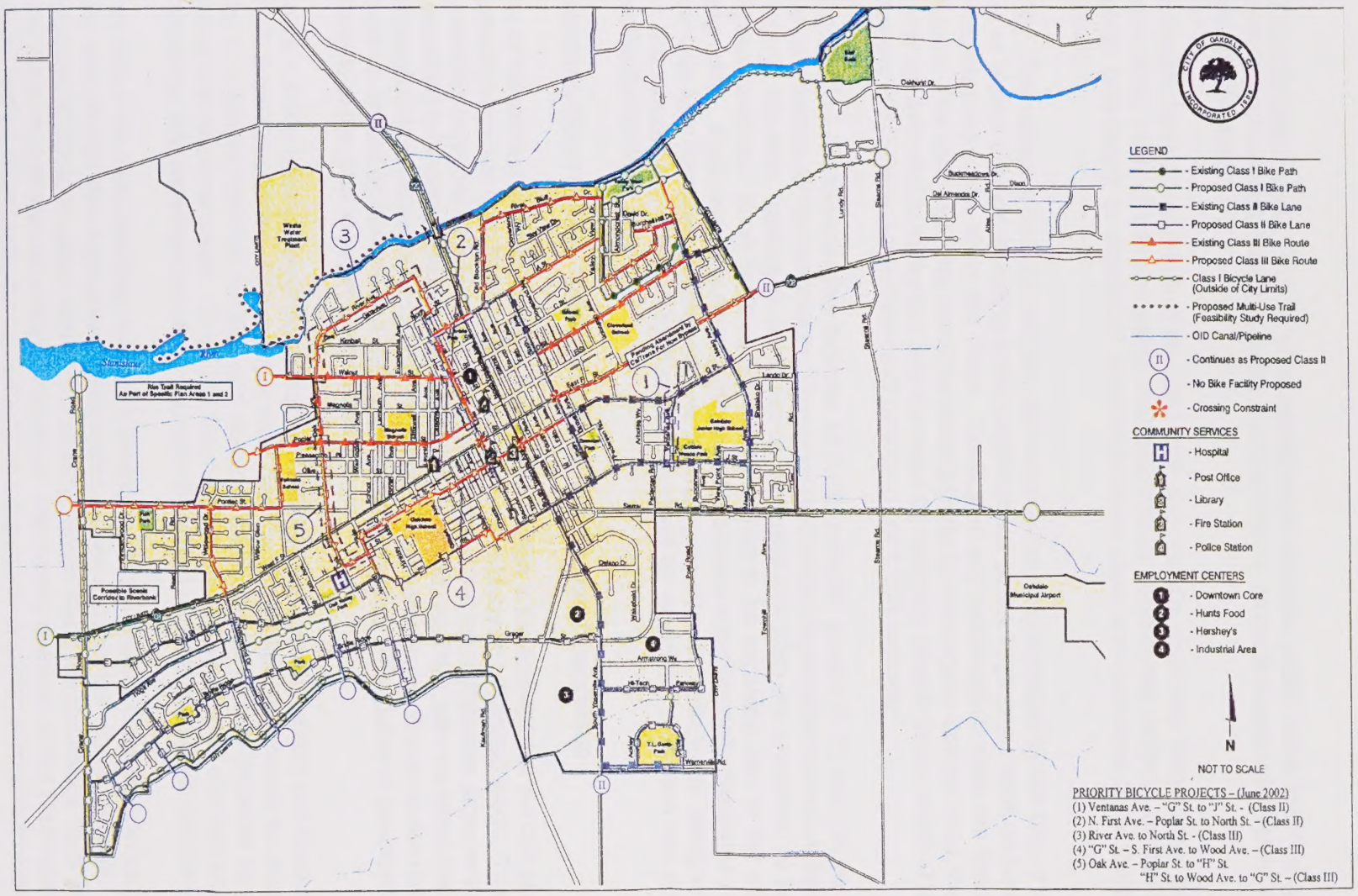
OPEN SPACE and CONSERVATION PLAN

LEGEND

- EXISTING PUBLIC AND SEMI-PUBLIC BUILDINGS AND SITES
- PROPOSED PUBLIC AND SEMI-PUBLIC BUILDINGS AND SITES
- OPEN SPACE
- AGRICULTURAL AEAS

FIGURE 4-1

Figure 5 added to General Plan with Bicycle and Pedestrian Master Plan, June 17, 2002



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Transportation Consultants
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Sep 25, 2001 sjr
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City of Oakdale Bikeway and Trail Master Plan
EXISTING AND PROPOSED BICYCLE ROUTE SYSTEM

FIGURE 5

Public and Semi-Public: This land use designation includes public uses, such as government administrative buildings, libraries, police and fire stations, sewer and water plant sites, corporation yards and the airport.

Semi-public institutional may include uses such as hospitals, churches, cemeteries, golf courses, private clubs, utility offices and yards, and buildings for educational, religious or charitable uses. Usually, only larger or significant semi-institutional uses are illustrated on a Land Use Plan Diagram.

Parks: This category includes all park and recreational sites operated by the City, the County, a state or federal agency, including small neighborhood parks, large parks such as Kerr Park, and the recreational areas along the River. Developed and undeveloped sites are included in this category. The Land Use Map identifies existing parks by rectangular designations, those that are circular are intended to recognize only the need for new park sites in those areas. The City Park policy per the Quimby Act is 5 acres of park land per 1,000 persons.

Schools: The schools category includes all public schools, grades K-12, and private or religious schools offering a similar curriculum. Developed and undeveloped school sites are included in this category. No sites existing or proposed on the Land Use Map are presumed to be private or religious facilities. Such facilities are not presumed to be excluded due to the absence of a designation. Such uses should, conditionally, be located in residentially designated areas. The Land Use Map identifies existing sites and owned properties by rectangular designations, those that are circular are intended to illustrate the need for additional sites and not an attempt to specifically identify a site.

Greenbelt, Open Space, Agricultural Areas and Sphere Boundaries

One of the primary aims of the City's General Plan effort is the concept that the City should remain physically separate from Riverbank and the expanding Modesto urbanized areas. To achieve this, a greenbelt is proposed around the entire perimeter of the future Oakdale urban area. This area is expected to be designated as "Agriculture" in the Land Use Plan, with the intent that subdivision and small lot land divisions should be prohibited. To preserve the rural/open space character, uses would be limited to current and new agricultural activities. City policy is intended to promote retention of the area in larger parcel sizes.

Figure 1, in the Introduction Chapter illustrates the City's proposed Primary and Secondary Sphere of Influence Boundaries. City policy is clear that the City intends to promote an area around the City to preserve both it's identity and sense of place, as well as to promote conservation of agricultural resource areas. The 2015 Boundary is an urban centered concept which does not encourage strip development along the main State and regional roadways into the City.

Very little of the Land Use Map is actually designated in the specific Open Space designation. The City has chosen the Agricultural designation to serve much the same purpose. One of the purposes of the open space category is to retain areas along the Stanislaus River in a natural or rural state, to preserve or enhance the visual and scenic qualities of the River corridor, protect wildlife habitat and provide the opportunity to link a variety of parks, recreational areas and public sites.

Open space is land set aside for non-urban development. Open space would, ideally, be acquired by a public agency or placed in a non-buildable easement. Existing orchards or vineyards are appropriate for open space preservation, as are park, recreational and public sites. Flood plains, wetlands and other environmentally-sensitive areas throughout the planning area should be considered for inclusion in the open space category.

All types of agricultural uses are also appropriate, including cropland, orchards, vineyards, grazing, grasslands, nurseries, livestock holding areas, as well as agricultural processing or storage facilities. Farm housing and ancillary uses, such as agricultural service facilities, are also included. Residential uses on small lots and subdivisions are specifically excluded so as to retain the open rural character of the greenbelt.

Agricultural areas are designated primarily within the greenbelt around the future Oakdale urbanized area, and are proposed to be reserved for rural and agricultural activities. Such areas can serve as a buffer between urban areas and assist in maintaining Oakdale's identity as a separate community.

The Stanislaus County Conservation/Open Space Chapter of the County General Plan contains several policies that support the concept of an Oakdale conservation/greenbelt area as follows:

- Protect groundwater aquifers and recharge areas, particularly those critical for the replenishment of reservoirs and aquifers.
- Discourage the division of land which forces the premature cessation of agricultural uses.
- Use of the 40-acre or large-parcel size shall be continued throughout most of the area designated "Agricultural."
- In areas designated "Agricultural" on the Land Use Element, discourage land uses which are incompatible with agriculture.

The Stanislaus County Agricultural Element, 1990 also sets forth three main goals that support the conservation/greenbelt concept as follows:

- Preserve agricultural lands for agricultural uses.
- Strengthen the agricultural sector of the economy.
- Protect the natural resources that sustain the agricultural economy.

The City intends to work with the County to carry out the objectives of the proposed Oakdale Agricultural Greenbelt area, an approximate one- to two-mile corridor around the Primary Study Area as illustrated in Figure 4-1. In addition the Greenbelt area outside the 2015 boundary designated Reserved will be treated similarly until need and timing warrant inclusion in future 20-year boundary update.

The Corridor would contribute to the City's attainment of air quality goals. This Conservation area would also preserve significant groundwater recharge acreage and contribute to maintaining the

underground water resources in the vicinity of Oakdale. This is especially important in view of the groundwater depletion occurring in the greater Modesto area.

As noted above, the Agriculture/Conservation Corridor around the City of Oakdale would also create a break between cities. The continued separation of Oakdale from Riverbank and the expanding Modesto area is important to the visual quality of the community. As new subdivisions and new communities are considered by Stanislaus County, prime consideration should be given to preserving such conservation areas.

4.4 Historical Preservation

The older established areas of Oakdale contain an eclectic variety of residential and commercial buildings, representing over 100 years of architectural styles and building materials. A greater concentration of the older homes and commercial structures are found in the area between Oak, on the west, and Fifth Street, on the east. These older areas also contain a predominance of mature trees and plant materials. This all combines to create an ambiance not found in newer areas of the city. This older, historic part Oakdale should be retained as a basis of the City's heritage.

4.4.1 Existing Historic Sites

There are no historic sites or landmarks that are officially recognized within, or in close proximity to, the Primary Study Area. However, the City of Oakdale sponsored a Historic Sites Inventory in 1986, with funding provided in part by the California Office of Historic Preservation. The 1986 survey was conducted by consultants Judith Cunningham and Julia Costello of Foothill Resource Associates, with assistance provided by members of the Oakdale Historical Society and other knowledgeable residents. The municipal survey was planned to proceed in three phases, which would encompass the entire incorporated city limits. Time and budget constraints limited the survey to two phases (Phases I and II), covering the older central portion of the City. The outer areas of the City (Phase III) remain unsurveyed for historical resources.

The 1986 survey identified and recorded a total of 256 historic properties from the study area, dating from 1870 to 1940. One hundred twenty-one of these properties were recorded individually, while 135 Craftsman Bungalows were recorded as a thematic architectural group. Included in the survey were 214 residences, 34 commercial properties, and eight "service" properties. ("Service"-type properties included post offices, churches, a library, and an IOOF Hall.)

All individually documented properties (121) were evaluated for potential eligibility for placement on the National Register of Historic Places. Of those evaluated, 18 appeared eligible for individual listing, and 179 appeared eligible as contributors to historic districts. Another three were considered eligible for local historic district status, and 49 were considered potentially eligible, with stipulations attached. Only seven of the properties inventoried were determined to be without significance to the history of Oakdale. A survey of the outer areas of the City may identify additional historical/historic architectural resources.

The results of the archival research indicated that, in addition to architectural resources associated with the historical development of Oakdale, there is potential for the existence of historical resources associated with events and activities pre-dating the founding of the City. However, there

is no documentary evidence for specific locations in the Oakdale area that may contain archaeological remains associated with Spanish exploration, American trapping, or Euro-American activities from the first half of the 19th century.

The potential exists for historic archaeological resources remain from the Gold Rush period (1842 - ca. 1900). Such resources would include the remains of ferries (Heath and Emory's, Cotton's, Holden's, and Cottle's), and occupation sites associated with ferries, along the present and former channels of the Stanislaus River on the north side of the City. The locations of these historic ferries, in relation to present-day Oakdale, have been mapped by Brotherton (Brotherton 1982:70, 74; Oakdale Leader 1971:33). Other historical resources that may remain from this period are camp sites along the old Mariposa Road and, in particular, the military camp established at Taylor's Ferry (later Heath and Emory's Ferry) in 1849. Recently, the graves of seven soldiers in the vicinity of Kerr Park were located and marked by the Oakdale American Legion post.

Previous bridges that historically cross the Stanislaus River in the vicinity of Oakdale and replaced the ferries, may also qualify as historical resources, pending further research and evaluation. According to the historical literature, some of these may date to as early as the late 19th century.

To the west in the Secondary Study Area the old Langworth townsite, dating from 1860 to 1871, appears to be historically important for its role in the American Period settlement of the Oakdale area and as the source of early Oakdale residents and architecture. The townsite is located approximately 2.25 miles west of the western edge of present-day Oakdale, along Highway 120. Remains in that location include the Langworth cemetery, as well as possible buildings, standing ruins, building foundations, and other archaeological features.

Historical resources associated with the railroads in Oakdale also exist. In addition to railbeds, railroad architecture (depots, warehouses, etc.), bridges, and archaeological remains from railroad construction camps may also be extant.

Finally, other historical resources may exist from Oakdale's agricultural past in the form of early farms and ranches, dating from the late 19th century to the mid-20th century. These would be expected to occur outside the Oakdale city limits, although it is possible that some early farmhouses have been absorbed into the urban matrix of present-day Oakdale and remain in use as residences.

To protect existing cultural resources, the City should require appropriate surveys and necessary site investigations where they have not already occurred, as part of the environmental review process for a proposed project, or in conjunction with the earliest environmental impact report prepared for the project.

For historical resources, the City of Oakdale should require an archival review and a building survey prior to the approval of a project or a zone change. Surveys and investigations should be completed under the supervision of persons qualified in their respective field and approved by the City.

4.4.2 Design Criteria for the Historic District

Policy and implementation guidelines have been developed related to Design Criteria to give guidance for architectural elements; including windows, doors, roofs, height, width, color, material and signage. The central City area as shown in Figure 4-2 is already part of a design district. Identification of the CBD area in no way is intended for expansion of the CC District under the City's 1993 Zoning Code provisions.

It is important to emphasize that a faithful recreation of an architectural type--in size, materials and craftsmanship--is not the intent of the City's policies. If a historical building is being renovated, authentic restoration to a particular time should be encouraged within the bounds of reasonable costs. In the design district area, buildings on F Street and Yosemite Avenue should express the best qualities of their respective architecture with appropriate window treatments, painting (or removal of) and signs. A building of the 1960s or 1970s should not be required portray one of the historical types.

4.4.3 Design Theme for Downtown Oakdale

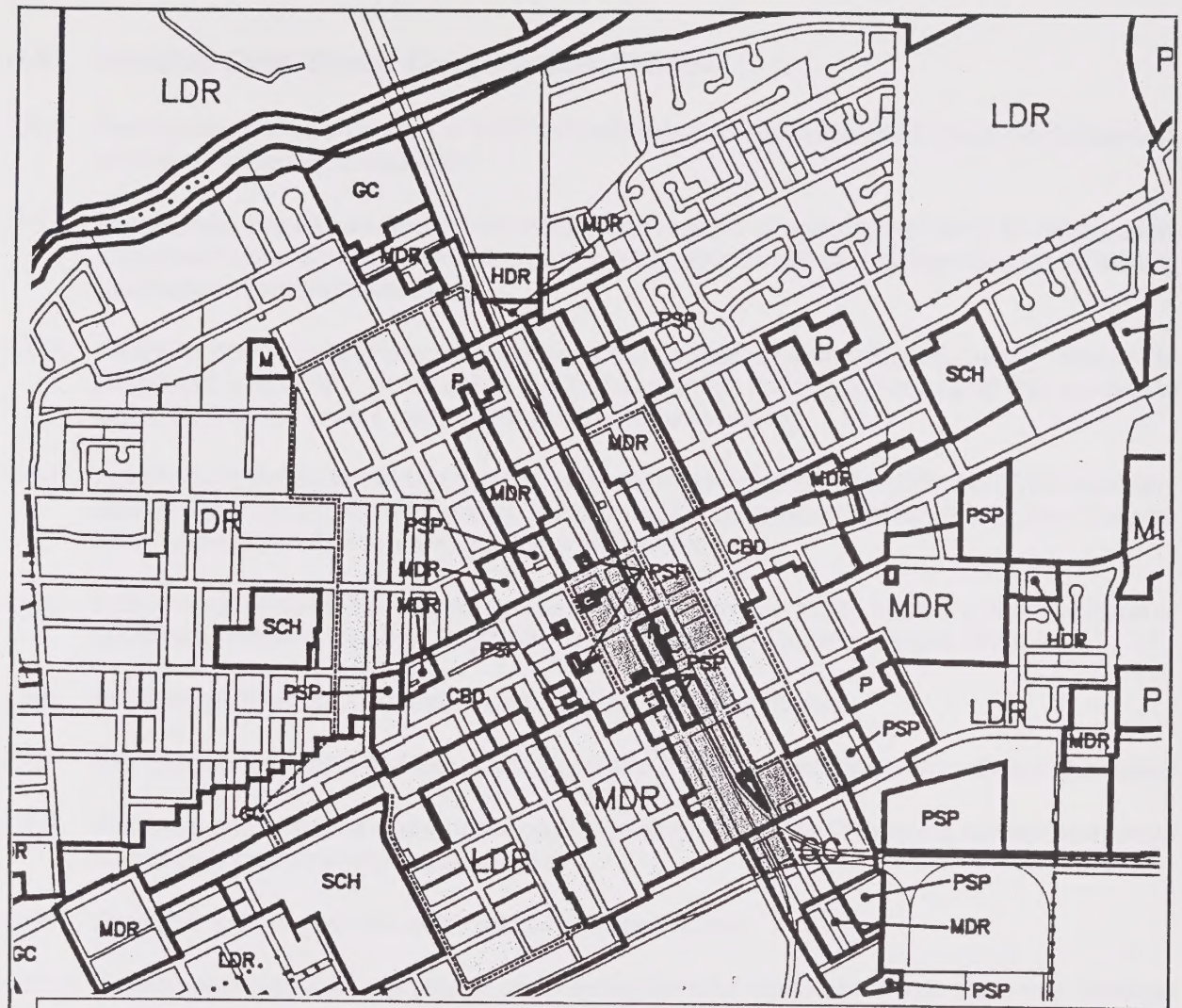
The general concept for the Oakdale Downtown Commercial Center is to create a historic main-street theme using the existing historical railroad depot at F Street and Sierra Avenue, and developing businesses attractive to tourist and Oakdale residents along Sierra Avenue (see Figure 4-2). Through-traffic on Sierra Avenue will be discouraged to create a primarily pedestrian atmosphere. The "Downtown Oakdale Revitalization Plan" identified the desired theme for downtown Oakdale to be "western". This means creation of a setting that is rustic, slow-paced, personal and inviting, for both the "westerner" and the "backpacker". This theme was not to be carried out in frontier architecture but, rather, in uses (specialty stores such as leather goods) and materials that are predominately natural in color and texture.

A consideration in selecting architectural themes is existing historic architecture within Oakdale. The 1986 Historic Sites Inventory is an excellent resource for that purpose. Several classic and beautiful wood and brick buildings still remain from the 1800s. The town of Oakdale began in the 1860s and had a lively growth until incorporating in 1906. It is this 1860-to-1905 period of Oakdale's early development that visitors are to experience again.

The Hershey Chocolate Company Visitor Center was the first new building to be completed within the project area. Its architecture and site development also should be referred to when designing new sites.

The planned downtown commercial center should contribute to the economic and aesthetic quality in downtown Oakdale. A setting is desired that will be commercially successful and an attractive addition to the existing downtown core. It is intended that, along with the uses planned, the appearance of the architecture and streetscape will encourage visitors to stay and shop, and return again.

Section 4.7 will discuss other Community Appearance visual resource issues not related to historical resources within the community The resulting policies and guidelines provided in Section 4.8 and 4.9 are not intended to replace the policies in 4.5 and 4.6, as they relate to historic structures or Figure 4-1.



HISTORIC AND DESIGN DISTRICTS

CITY OF OAKDALE
STANISLAUS COUNTY
CALIFORNIA

NORTH

HARLAND BARTHOLOMEW & ASSOCIATES, INC.
SACRAMENTO, CA

LEGEND

DOWNTOWN DESIGN DISTRICT

HISTORIC PROPERTY SURVEY AREA

FIGURE 4-2

4.5 Guiding Open Space Conservation Policies

OS1. Recognize that open space is a limited and valuable resource which must be conserved, whenever reasonably possible.

OS2. Discourage premature and unnecessary conversion of open space land to urban uses. Implement Land Use Policies which promote contiguous urban development, urban infilling and higher residential densities.

OS3. Preserve open space lands, as necessary, to maintain a healthy local economy; assure the continued availability of land for the production of food and fiber, and the continued enjoyment of the area's rural character and scenic beauty.

OS4. Area's identified as significant ground water recharge area's, both within the 2015 Boundary and in the adjacent County areas, should not be developed unless it includes features which promote infiltration and ground water recharge.

OS5. Preserve the City of Oakdale as a separate and individual entity, retaining a broad band of greenbelt between the final City limits and development in neighboring cities.

OS6. Encourage development that fosters "livable space" concepts.

OS7. Incorporate the Oakdale Recreation Area into the City, preserving the present character.

OS8. Preserve and enhance appropriate open space lands for use in meeting current and future community park and recreation needs.

OS9. Preserve unique and valuable natural resource areas.

OS10. Protect and preserve significant archaeological and historical areas sites and heritage trees.

OS11. Incorporate programs for the identification and restoration of historic or architecturally significant resources for future central area improvement activities.

OS12. Maintain established landscaping within the City.

OS13. Provide diversified parks with a wider range of attractive features such as equestrian, bike and pedestrian trails.

OS14. Consider public/private partnership for development of recreation resources.

OS15. Discourage General Plan amendments for redesignation of agricultural lands (or areas interim reserved as agricultural) to urban land use until there is less than a seven year capacity of vacant land available for growth. Consideration must be given to ensure there is excess land available in all quadrants of the City. For the purpose of determining vacant and available land capacity, it should be assumed that a 10-percent vacancy rate should always be maintained to recognize that underutilized areas will continue to exist and that 100-percent build-out is not a normal phenomenon.

4.6 Open Space Conservation Implementation Policies

99. During annexation review, determine whether proposal is a premature conversion of valuable agricultural lands. Also determine whether the proposal significantly impacts the City's aim to promote infill development.

100. In cooperation with Stanislaus County, seek to protect existing agricultural and open space resources in the Planning Area.

101. In cooperation with the other Commissions of the City of Oakdale and with the City Council, seek to protect existing historical sites and create an ordinance to promote an aesthetically-pleasing, historically-accurate highway frontage and downtown shopping core development.

102. Developers should be encouraged to use innovative approaches to beautify new subdivision areas by retaining native land contours and native growth and, as much as possible, integrating mature trees and shrubs into the design of the subdivision, within established neighborhoods, as much of the mature landscaping as possible.

103. The Kerr Park flood plain should be maintained in its natural state as a nature discovery park and shall be realigned to become part of the parcel called the Stanley Wakefield Wilderness Area.

104. The City will consider establishing a scenic corridor on the south side of the Stanislaus River and east from the current City limits to Kerr Park.

105. Consider prioritizing annexations towards areas with lower quality soils to protect prime agricultural lands.

106. Study the acquisition of development rights to provide long-term preservation of sensitive habitat.

107. Adopt a "Right to Farm Ordinance" which contains performance standards for protection of farming uses from encroaching urban uses.

108. Develop design and buffer standards to achieve the transition from agricultural uses, sensitive habitat areas, and urbanized land uses.

109. Prepare an improvement standards manual and master landscape plan for use by developers and City staff for natural and man-made features within the Primary Study Areas Trails System.

110. The City will maintain a Tree Ordinance, including a list of approved trees, and shall make the community aware of that list. The City shall establish a street tree program, i.e., themes for various areas of the City, to enhance the character of the community. Also, the City shall implement shade-tree programs and promote the use of drought-resistant trees and landscaping.

111. Establish "official plan lines" along the Stanislaus River, sensitive habitat areas and wetland areas using density transfers, easements, joint use and other appropriate devices to help

preserve or enhance them. Use of River corridor area for public recreation is discouraged except in specifically selected areas in consultation with the State Department of Fish and Game and Army Corps of Engineers.

112. Prior to development plan approval of new annexation areas, a cultural resources survey shall be conducted to ensure potential sites are identified for avoidance or special treatment prior to or during the project approval process in those areas where a survey has not been previously completed.

113. Future development applications in the Oakdale Planning Area should include design measures which effectively reduce the reliance on conventional (non-renewable) energy sources for summer cooling and winter heating. The City should consider adoption of a set of energy conservation standards or guidelines.

114. An ordinance will also be developed to promote efficient outdoor (landscape) and indoor water use.

115. Develop an emergency response plan for potential dam failure inundation areas.

116. Implement the Surface Mining and Reclamation Act (SMARA), Section 2762.

117. Work with community organizations to provide programs oriented to the preservation of Oakdale's history.

118. Use Redevelopment funds and other mechanisms to promote historic restoration focussing in the central Oakdale area.

119. Consider the use of flexible zoning regulations to encourage preservation of structures and architectural styles.

120. The City will continue water conservation programs.

121. Require the provision of five acres of park land for every 1,000 residents. Neighborhood parks shall be of adequate size to meet the needs of the neighborhood.

122. Unless land available is inadequate, neighborhood parks should be a minimum of 3 acres when located next to elementary schools and 5 acres minimum otherwise, except that in unusual circumstances a smaller or larger sized park may be recommended by the Parks Department during the normal acquisition process.

123. The City shall strive to provide a park within about one-half mile of each neighborhood area with 1,000 population.

124. The City should consider incentives and/or density bonuses for development proposals which offer park land dedications beyond those required, and/or encourage the provision of privately-maintained open space in planned developments.

125. The Parkland Map does not identify all park sites needed. Sites may be developed at locations not identified on the map as specific site or as floating circles, provided the land was not required to be dedicated, provided the regular parkland acquisition consultation

with the Park and Recreation Commission has occurred. Nothing prevents an applicant from offering alternative territory.

126. The following guidelines shall be used in the review of development proposals and making General Plan consistency determinations related to open space Park and Recreation policies and the identified Park Area Map.

a. The map does not delineate the specific boundaries of existing and future park sites. Non-circle areas illustrated are intended to identify the basic envelope area within which the park should be considered for location. See 4.6.136 and 4.6.137 for using floating circle designations.

b. During the review of a development proposal within 100 feet of the delineated area on the map, the City shall determine, if the project should:

1) be in part or whole denied based on the need for the site for park proposes; or,

2) be required to dedicate territory for park purposes; and or,

3) be required to pay fees for the purpose and improvement of another area site.

c. Is the site adjacent to an existing or proposed school site, or other public facility, (including fire stations, drainage basins, and City offices etc.) and is the site appropriate for joint use for park and recreation purposes.

d. When a drainage basin is necessary for a project, such facilities should be considered for location adjacent to a park site, provided natural terrain or broader drainage plans do not make such location inefficient for joint use. Shallow drainage basins should receive some park fees or land dedication credit when provided adjacent to park sites for joint use.

e. Areas credited for park land should be based upon areas with finished slopes that are suitable for the intended use of each park area. Playgrounds and athletic areas require relatively flat surfaces, but credit will be considered for sloped and/or hilly areas for picnic grounds, passive quiet areas, and open space where desired or necessary. Final determination or suitability shall be made by the City Council.

f. Determinations and considerations shall also include:

1) Natural features access, and location of land in the project for dedication; and,

2) The size and shape of the project and the land available for dedication; and,

3) The location of existing and proposed park sites and trail ways.

127. The City will consider Kerr Park-type park, with a lake and golf course, by the airport and/or a public or private golf course or recreation facility north of the river.

128. The City shall establish park sites on both sides of the river, where possible, to provide a connecting pedestrian/bicycle-access bridge. Access to the river for recreation use shall be provided at these sites and at others designated through the Master Plan for Open Space, Recreation and Conservation to allow for recreational usage of the Stanislaus River.

129. The City Council may credit recreation improvements to an existing park site or funding for new park improvements may be considered in lieu of park land dedication or fees.

    a. Recreation improvements do not include providing curb, gutter and sidewalks but may include parking lot facilities or water line extensions which do not also benefit the subdivision.

    b. Reduction in park land dedication requirement shall not be greater than 20-percent.

130. Parks should be located adjacent to other public facilities and school sites to encourage joint use, linked network, lower maintenance costs, and integration of open space, landscaping and recreation use areas.

131. The City shall coordinate river related projects with the Corps of Engineers, and should actively support preservation activities initiated by the Corps.

132. Develop an "Adopt a Park" program.

133. Pursue joint powers agreements with other public agencies where appropriate to coordinate parks and recreation resources.

134. Design and improve neighborhood parks so that uses and parking do not adversely impact adjacent residences, and landscaping is compatible with adjacent areas.

135. The City and developers will be required to provide linkages to multi-purpose trail system and linkage to a Bikeways Master Plan whenever feasible.

136. Area identified on the Land Use Map or Parkland Map as circles are intended to note the need for a park site within the area. The Park Master Plan shall be updated to identify potential park envelope sites and then shall be referred to for sites.

137. In areas with floating circles, prior to the City proceeding with an annexation, General Plan amendment or subdivision of land proposal, the applicant shall meet with the Parks and Recreation Commission with respect to the potential need for a park site in the area. If the applicant and Parks and Recreation Commission are unable to reach an agreement, the issue shall be referred to the Planning Commission for recommendation to the City Council prior to formal consideration of the applicants proposal.

138. Master Plan should be reviewed with the following elements in mind:

    a. Facilitate a proactive acquisition of park lands.

b. Review and modify the previously designated sites.

This is in order to facilitate and extend partnerships for use of school facilities. Also, to insure that previous selections are appropriately located and allow for adequate and unique design.

139. Establish a City-wide volunteer program which includes:

a. Collaboration with school districts to utilize students in public service activities in return for unit credit.

b. Create a tutoring center at all school facilities and Gilbert Youth Center.

c. Create an opportunity for adults to volunteer through the coordination of the Parks and Recreation Department (like a clearinghouse for community needs).

140. Develop and implement a comprehensive plan of recreational opportunities for residents between the ages of 12 and 18.

141. Pursue grants for major recreational facilities, i.e., new community center, pool.

142. Provide incentives for appropriate teen and young adult recreational activities in the Downtown area.

4.7 Community Appearance

The overall appearance in any area of the City is the product of numerous individual decisions, over a period of many years. Decisions on building architecture and siting, landscape planting, site improvements, signs and maintenance of each property all relate the overall appearance of an area.

The City can, to some extent, exert control over appearance of private property through various regulations. This includes setbacks in the zoning ordinance, street design in the subdivision regulations, and building materials in the historic district. The City can also influence appearance through the enforcement of maintenance and housekeeping sections of various codes which regulate building condition, outside storage, and abatement of nuisances. Public understanding and support for improving city appearance is, however, the most important aspect of creating an attractive urban area and creating a strong "sense of place" and identity for the community.

The City of Oakdale develops and maintains an extensive land area that affects city appearance--the street right-of-ways, parks, public buildings and facilities, and well-designed and maintained public works provide a hallmark opportunity for enhancing city appearance.

This section of the General Plan is intended to identify opportunities to enhance the visual and aesthetic qualities of the City, as well as testing various "Livable Cities" concepts oriented towards pedestrian orientation. The dominant visual elements of Oakdale are the roadway corridors, such as Yosemite and F Streets, the Stanislaus River corridor, and the older residential and commercial areas of the City.

4.7.1 Visual Resources

The Stanislaus River corridor is one of the major existing and potential visual resources of the City. This corridor extends for a distance of five miles along the north side of the existing urban area. The river can be viewed from bridge crossings, and public access points, with some homes in the area having a view of the river corridor. Because of the steep terrain along the river, urban development has not encroached upon the edges or floodplains of the river.

The agricultural areas around Oakdale provide the City with a distinctive edge or definition. Views of farms, fields, pastures, orchards and small wetlands provide one of the important visual assets of Oakdale, as is the case in many of the cities and smaller towns in the valley. Orchards in bloom, green crop panels and open vistas surround the City. These agricultural areas also separate Oakdale from the expanding urban areas of Riverbank and Modesto.

Certainly, one of the visual resources of valley cities are the views of the mountain ranges. The Sierras to the east have an elevation of 6,000 to 10,000 feet, rising above the valley floor and appearing to be near the City. The Pacific Range to the west appears more distant, but does have a visual impact. Traveling east on Highway 120 provides a dramatic scene, with the foothills providing a foreground for the mountains.

Mature trees in the older areas of the City provide a visual quality not yet found in the newer areas. Conversely, the newer housing areas present a continuous manmade urban view. Loss of older trees has occurred due to street improvement construction, utility lines, aging, lack of maintenance, and drought.

The old and historic buildings of Oakdale area are a valuable visual resource. The location and characteristics of these buildings were reviewed in Section 4.4. These older buildings, along with the mature trees, contribute to the ambiance of the City and provide a character not found in newer areas or large metropolitan areas.

4.7.2 Arterial Corridors

The major vehicular corridors in Oakdale have a significant visual impact because of the actual time people in the City spend driving on these routes. The visual expanse along F Street and Yosemite is comprised of the buildings, parking areas, signs, trees and landscaping (limited in most locations), as well as street improvements within the right-of-way.

The F Street Corridor from Crane Road to east of Stearns Road, and the Yosemite Avenue Corridor from the Highway 120 west interchange area to Patterson Road, are proposed to serve as "design corridors." These two Design Corridors should be improved to the greatest extent possible, with gradual improvements over a period of many years.

The most important element would be the planting of trees along the entire length of each of these Corridors, both in the public right-of-way and on private property close to the public right-of-way. Random spacing in groups would be the most effective, rather than a formal standard spacing. Tree types, size and massing should vary to create interest but be limited in number so as to create continuity. These trees can be strategically located so as not to block important views or signs for commercial centers or other major uses. Detailed plans for Corridor segments should be developed in cooperation with adjacent land owners.

The proposed F Street Design Corridor and Yosemite Avenue Design Corridor would connect four proposed City gateways as described in the following section. This concept is shown graphically on Figure 4-3.

4.7.3 Gateways

The City gateways announce entry into the City. The area outside the gateway is an open, expansive agricultural area. The corridor inside the gateway would be a tree-lined street with urban buildings and land uses. The transition into the City should create a positive visual experience. Street details should be scaled to fit the needs of a passenger in a car moving at a moderate speed. The gateway itself must be a monumental landmark, with uninterrupted open space on the rural side--void of highway residues or other structures. The one- to two-mile greenbelt around Oakdale is designed to preserve the open-space vista as vehicles/passengers approach the City. The tree-lined streetscape inside the gateway would
signify change--a sense of entrance into the urban area. Land use and accessory uses inside the gateway should be orderly, attractive, and create a positive image.

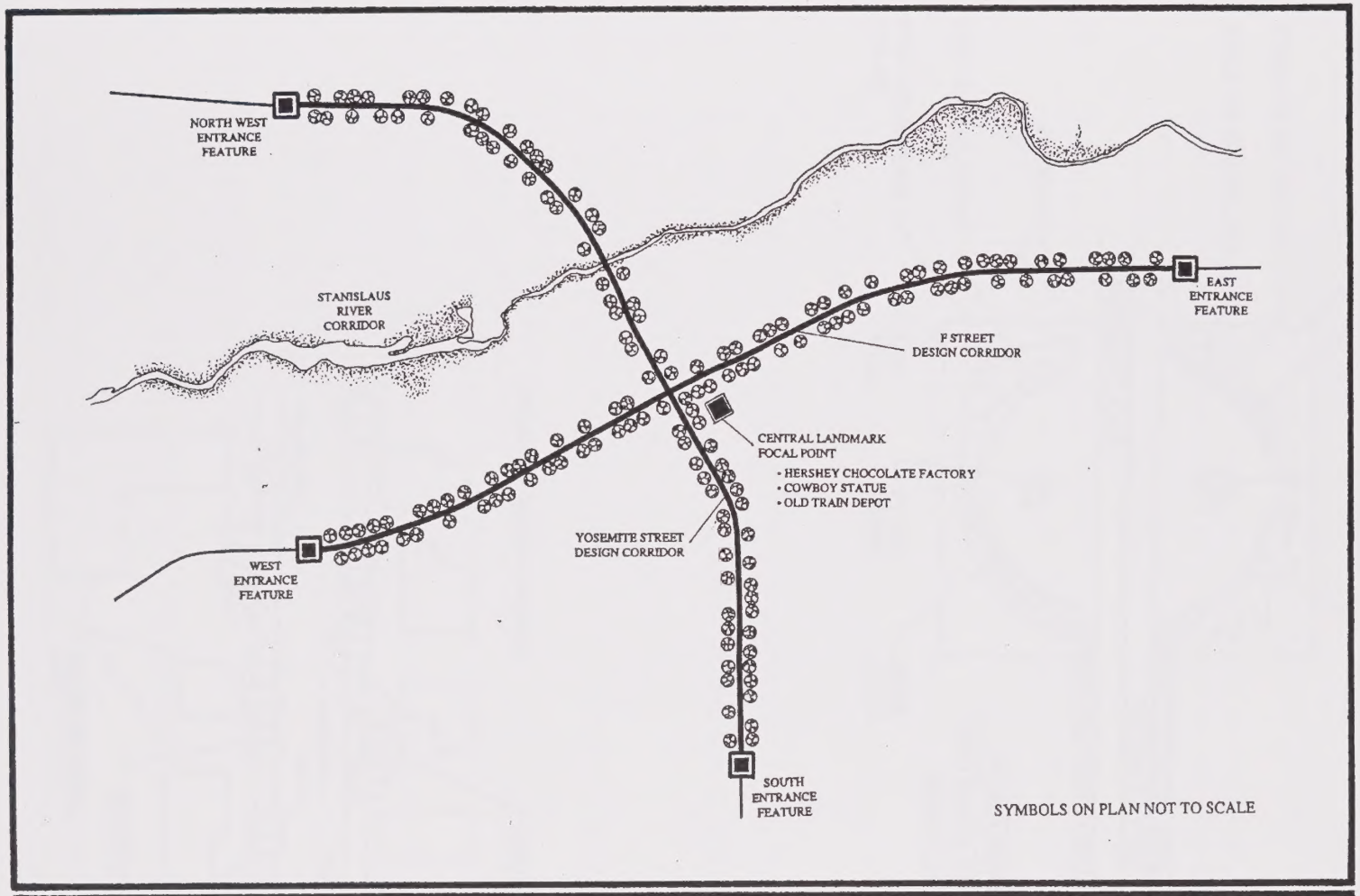
Four gateways are proposed for Oakdale and are shown in Figure 4-3. The first is proposed on Highway 120 at the western edge of the urban area, between the greenbelt and the proposed regional shopping center/office park. The existing Highway 120 would be tree-lined for its entire length through the urban area, to the south portal in the vicinity of Warnerville Road extended. A second gateway is proposed for F Street, from just west of Crane Road. While there are some scattered residences and rural uses along Highway 108 to the west, it is visually rural. The urbanscape inside the portal would be commercial uses on all four corner of the F Street-Crane Road intersection. Again, F Street would be tree-lined all the way to east of Stearns Road. The south gateway of Warnerville Road would provide a profound change from open agricultural views into a landscaped urban office, commercial, and industrial area which includes the large Hershey Chocolate facility. The east gateway would transition from residences on the north side of existing Highway 120 and agricultural vistas on the south, into an urban area, with commercial/office/ multiple houses along the south side of a tree-lined corridor and residences along the north side.

The specific design of the gateway structure is not critical, as long as there is a mass that is noticeable, even monumental. Color, height and mass are essential. The mass of trees, flowers, flags and structures should announce entrance into the City of Oakdale.

4.7.4 Stanislaus River Corridor

The physical relationship of the City with the River should be continually improved. The Land Use Plan identifies a significant amount of Open Space along the river, connecting a series of existing public lands, such as Kerr Park and the proposed large park new Crane Road areas. The Park Plan includes a pedestrian/bicycle trail along the river corridor. All of these lands can be improved through clearing of underbrush in key locations, and removal of dead trees and river brush jams. Vistas of the river corridor can be improved from present and future bridge crossings. Vistas can also be provided by clearing trees at streets ends near the river and by providing short access drives to overlooks. Vehicle overlooks would be appropriate in Kerr Park, at the Water Tank site, and at other locations on public land.

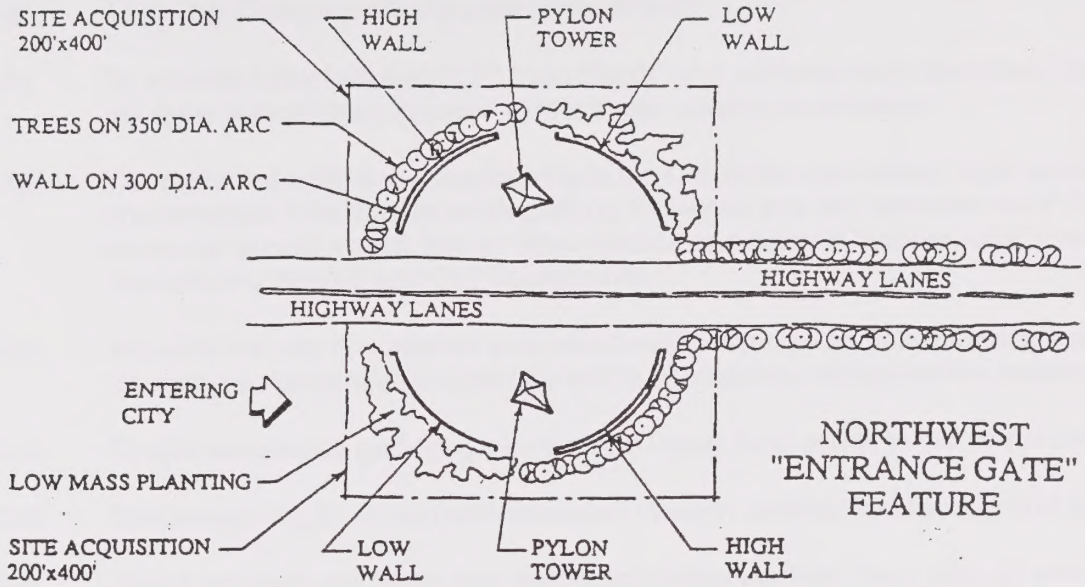
The potential trail crossing structures would provide the maximum opportunity to view the river corridor. River overlooks from small clearings along the pedestrian trail would also afford viewing options.



COMMUNITY APPEARANCE PLAN

HARLAND BARTHOLOMEW
& ASSOCIATES, INC.
SACRAMENTO, CA

FIGURE 4-3


SITE ACQUISITION
200'x400'
HIGH
WALL
PYLON
TOWER
LOW
WALL
TREES ON 350' DIA. ARC
WALL ON 300' DIA. ARC
HIGHWAY LANES
HIGHWAY LANES
ENTERING
CITY
LOW MASS PLANTING
SITE ACQUISITION
200'x400'
LOW
WALL
PYLON
TOWER
HIGH
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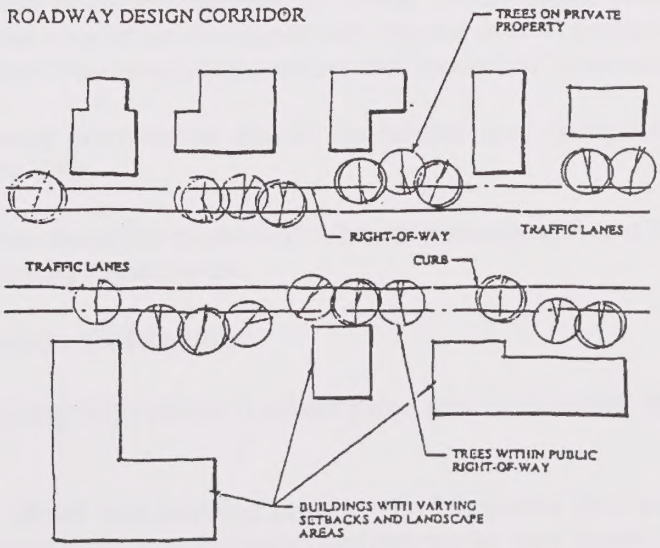
NORTHWEST
"ENTRANCE GATE"
FEATURE


ROADWAY DESIGN CORRIDOR
TREES ON PRIVATE
PROPERTY
RIGHT-OF-WAY
TRAFFIC LANES
TRAFFIC LANES
CURB
TREES WITHIN PUBLIC
RIGHT-OF-WAY
BUILDINGS WITH VARYING
SETBACKS AND LANDSCAPE
AREAS

4.8 *Guiding Community Appearance Policy*

CA1. To provide a link between "Old Main Street" and contemporary downtown Oakdale that will draw visitors from the new center to the existing businesses.

CA2. To create a specific era of a prosperous old California main street, which would enhance characteristic buildings extending along Yosemite and 3rd Avenues and F Street. The character should reflect that of other historic and colorful "mother lode" towns such as Jamestown, Sonora and Old Sacramento.

CA3. Promote the use of materials and architectural arrangements compatible with the need for ease of maintenance, durability and contemporary transportation requirements.

CA4. Create community gathering centers and visual focal points in the community.

CA5. Encourage neighborhood cohesiveness through community planning and design.

CA6. Select architectural types and associated materials that have interest and diversity in design and allow a wide range of possible uses.

CA7. Identify major arterial streets for landscape treatment.

CA8. Emphasize primary entry points to Oakdale with features, to signify entry into the City.

CA9. Encourage the placement of utilities underground.

CA10. Viewsheds to the mountains should be preserved in the development of the City.

CA11. New major developments such as commercial areas, office parks and the airport commercial/industrial area should be developed with special overall design concepts to identify their distinct place in the community and to avoid "look-alike" commercial centers.

CA12. Public facilities with visual prominence should be located and designed to provide attractive additions to the City.

CA13. Identify existing areas that should be preserved in future development and how they can best be related to community appearance.

4.9 *Community Appearance Guidelines*

147. Enforce signage and zoning regulations in existing and new commercial and industrial areas.

148. Establish a community street tree-planting program for the newer and older areas of Oakdale and require street trees in subdivision regulations for new areas (post plan).

149. Develop incentives for good appearance in the design and quality planning of new commercial and industrial uses.

150. Use streetscape elements, circulation routes and organization of spaces to visually link the downtown commercial center with the rest of downtown Oakdale.

151. The following are positive design elements which should be considered and promoted:

a. Areas for different types of pedestrian activities should be defined by a change in materials and levels.

b. Varied front, rear and side yard setbacks, lot widths and garage placement and orientation.

c. Facade and roof articulation including the screening of roof equipment. Exposed roof tops in the Downtown Design District should be treated as building elevations.

d. Richness of surface and texture, regular or traditional window rhythm. Significant wall articulation (insets, canopies, wing walls, trellises). Multi-planed, pitched roofs, roof overhangs, arcades.

e. Articulated mass and bulk as well as significant landscape and landscape elements.

f. Emphasis on the main building entry and landscaping as well as screening of outdoor storage work areas and equipment.

g. Service areas located at the sides and rear of the buildings.

h. Convenient access, visitor parking and on-site circulation. Generally off street parking facilities should be located to the rear of sites whenever possible.

i. The siting and orientation of buildings should respond to the pedestrian and/or vehicle nature of the street promoting human scale.

j. The siting and orientation of buildings should respond to the pedestrian or vehicle nature of the street.

k. Prominent access driveways and controlled site access.

l. Comprehensive sign program.

152. Design elements undesirable which should be avoided or minimized:

a. Subdivisions where identical homes march down long, uninterrupted straight streets with no variation in placement or street scene.

b. Large blank, unarticulated wall surfaces and unpainted concrete precision block walls.

c. Metal siding on the main facade or plastic siding.

d. Square "boxlike" structures, except for industrial.

e. Visible outdoor storage, loading and equipment areas.

f. Disjointed parking areas and confusing circulation patterns.

g. Using unusable open space and landscaping as a replacement for good pedestrian design.

153. Industrial development located along Yosemite Avenue or F Street should also avoid the following design elements:

a. Large blank, unarticulated wall surfaces or and exposed untreated precision block walls.

b. Chain link fence and barbed wire.

c. False fronts or stuck on mansard roofs on small portions of the roof line.

d. Unarticulated building facades.

4.10 Open Space Action Program (OSAP)

Oakdale's Land Use Map designations of agricultural areas are delineated not just because of their open space resource value but also for public protection purposes. The City's "Urban Centered 2015 Boundary" concept is based on a land use pattern which promotes the most efficient use of local and regional resources. The character of this Action Plan is to not just simply rely on the City Land Use Map or the City's growth boundary as a means to define or delineate open space lands. This Action Plan relies primarily on the use of written policies and inventory maps. This approach recognizes a procedure to determine the true development potential of a piece of land at a given time, based on a determination of the open space sensitivity value, rather than relying only on a General Plan or zoning designation. This will provide a better approach for balanced consideration of sensitive resource areas with the need for housing and local economic health. Large open spaces, wildlife areas, conservation lands, and easements along rivers provide large green areas within and adjacent to the urban area. Parkways and boulevards with landscaped medians and extensive natural ares within the right-of-way can also contribute to the open space ambiance of an urban area. Parks, school sites, golf course, and large public sites, such as the water treatment plant, the hospital grounds and recreational areas also provide important "green space" within the landscape of the urban environmental. They create breaks in the continuous pattern of manmade elements.

As part of the update program, inventories were conducted of open space resources. These resources have been mapped in the DEIR. Areas which have been identified as sensitive or significant resource or hazard areas are to be protected, managed, or preserved in a manner that is compatible with the resources or hazards that exist on the site or in the areas. Specific development proposals within these areas must be consistent with the goals and policies specified for each resource or hazard. The City's Action Plan includes the following implementation programs:

PROGRAM I: An On-going Inventory of Open Space Resources

The City will continue to maintain an open space and conservation inventory which delineates those areas that have significant open space or conservation value. Those areas include agricultural

lands, parks and recreation areas, historic resources, scenic highways, wetland, wildlife and vegetation resources, fire, flood, noise impacted and other hazard areas. The figure and maps listed in Table 4-10 represent the City's open space inventory. Provided in this document and the environmental document are general maps, figures and other data source information as part of the inventory. More detailed maps and technical studies may be available in the Planning Department. These sources shall be updated as additional information becomes available in consultation with other federal, state and local agencies which have either permitting or trustee responsibility or authority. The City's program is not intended to replace or supersede other agencies' authority, but simply to provide a local coordinated data base.

TABLE 4-10
LIST OF MAPS, TABLES AND FIGURES FOR OPEN SPACE INVENTORY

Figure/Map/Table	Title	Document	Page
Figure 5	Williamson Act Lands	EIR Volume I	IV-5
Figure 21	Storie Index Rating Soils	" " "	IV-107
Figure 22	Important Farmlands	" " "	IV-109
Figure 23	Regional Faults	" " "	IV-112
Figure 24	Major Surface Water Features and Wells Dam Inundation Areas	" " "	IV-118
Figure 25	Flood Hazard Zones	" " "	IV-120
Figure 26	Vegetation in the Oakdale Plan Area	" " "	IV-121
Figure 27	Features of Special Biological Interests	" " "	IV-131
Figure 28	in the Oakdale General Plan Area	" " "	IV-136
Figure 29	Historic Properties Survey Area	" " "	IV-162
Table DD	Special Status Plants	" " "	IV-138
Table EE	Special Status Animals	" " "	IV-141
Figure A-4	CSA A Southwest Soil Types	EIR Volume II	A-16
Table A-F	CSA A Southwest Soils Characteristics	" " "	A-17
Figure A-5	CSA A Southwest Important Farmlands	" " "	A-21
Figure A-6	CSA A Southwest Storie Index Rating of Soils	" " "	A-22
Figure A-8	CSA A Southwest Vegetation	" " "	A-29
Figure A-9	CSA A Southwest Features of Special Biological Interest	" " "	A-32
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Table B-F	CSA B Southwest Soils Characteristics	" " "	B-21
Figure B-5	CSA B Southwest Important Farmlands	" " "	B-24
Figure B-6	CSA B Southwest Storie Index Rating of Soils	" " "	B-26
Figure B-8	CSA B Southwest Vegetation	" " "	B-33
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Figure C-4	CSA C Southwest Soil Types	" " "	C-20
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Figure C-6	CSA C Southwest Storie Index Rating of Soils	" " "	C-25
Figure C-8	CSA C Southwest Vegetation	" " "	C-31
Figure C-9	CSA C Southwest Features of Special Biological Interest	" " "	C-35
Figure D-4	CSA D Southwest Soil Types	" " "	D-14
Table D-F	CSA D Southwest Soils Characteristics	" " "	D-15
Figure D-5	CSA D Southwest Important Farmlands	" " "	D-19
Figure D-6	CSA D Southwest Storie Index Rating of Soils	" " "	D-20
Figure D-8	CSA D Southwest Vegetation	" " "	D-28
Figure D-9	CSA D Southwest Features of Special Biological Interest	" " "	D-31

PROGRAM II: An Open Space Development Review System (OSDRS)

The Open Space Development Review System (OSDRS) is one of the primary implementing tools of the City's Open Space Action Plan. Through such a review system, daily planning and permit approval decisions should reflect and implement the adopted policies and development standards provided within this and other documents.

Other federal, state and local agencies also have responsibility for the protection, maintenance and development of Open Space resources. The referral of projects, consultation and coordination with appropriate responsible and trustee agencies is part of the program.

The system is intended for utilization in review of projects for conformance with City policy assessing the appropriateness of proposed developments, including their compatibility with surrounding environmental constraints and resources.

PROGRAM III: Open Space Acquisition Consideration as Part of the City's Annual Capital Improvement Program

The City annually prepares a Capital Improvement Program (CIP) as part of the budgetary process. Under the Government Code, the Planning Commission is required to determine if the CIP is consistent with the City General Plan, including the Open Space related policies. As a component of this progress acquisition of open space lands and resources will be considered. The final approval of the CIP is by the City Council.

These three programs outlined in the previous section, do not solely comprise the OSAP. In other policy topics implementation measures which are part of this Plan and which would be considered during the OSDRS, are identified in the following Table 4-11:

TABLE 4-11
OTHER GUIDING POLICIES AND IMPLEMENTATION POLICIES PROVIDED IN OTHER CHAPTERS WHICH ARE PART OF THE OPEN SPACE ACTION PLAN

GUIDING POLICIES

Land Use/Housing	LU2	LU3	LU6	LU7	LU8	LU10	LU25	LU28	LU29	
Transportation	CT8	CT9	CT12	CT15						
Safety	S2	S3	S4	S5	S8	S11	S14	S18	S21	S26
Noise										

IMPLEMENTATION POLICIES

Land Use/Housing	1.8.5 2.5.40	1.8.7	1.8.8	1.8.13	1.8.14	1.8.15	1.8.19	1.8.20	1.8.21	1.8.2 4
Transportation	3.15.83	3.15.89	3.15.90	3.15.91	3.15.93					
Safety	5.12.101	5.12.106- 110	5.12.114- 116	5.12.118- 122						
Noise	6.6.186- 188	6.6.190	6.6.193	6.6.197	6.6.199	6.6.204	6.6.210	6.6.213	6.6. 214	6.6 215

CHAPTER 5 PUBLIC FACILITIES AND SERVICES PLAN

5.1 Introduction

This chapter is drawn from the Draft Public Facilities Plan, which is presented in a separate report. Adoption of the General Plan is not intended to include co-adoption of the separate Public Facilities Plan. That Plan is intended to be part of a separate adoption process.

The Public Facilities Plan ("PFP") is a strategy for public investment in new facilities, infrastructure, and major equipment necessary to accommodate the needs of a growing community sufficient to ensure that the citizens and property owners of Oakdale continue to receive efficient delivery of vital public services. While the PFP is not a required general plan element under state law, the need for sound capital facilities planning and implementation is required or implied by law pertaining to several other facets of the general planning process, such as:

- The Circulation Element, which must address the mobility requirements of the community;
- The Housing Element, which must include and provide for an implementation program that identifies sites in part based on the availability of public facilities and services;
- The Safety Element, which must "address evacuation routes, peak load water supply requirements, and minimum road widths...";
- The Open Space and Conservation Element, which must consider the development of water resources and flood control, as well as park and recreation facilities.

The City's Community Development Department is required by State law to "Annually review the Capital Improvement Program of the City... and the local public works projects of their local agencies for their consistency with the general plan..." This includes not only City departments, but also Stanislaus County, the school districts, and any other special districts. One of the best ways to accomplish this is to maintain a Public Facilities Plan in coordination with the general plan.

The intent of the Year 2015 boundary is to facilitate estimates for facility requirements and associated capital costs for a time frame appropriate for strategic financial planning (20 years). Using a population annual growth rate consistent with past experience of (3.5-percent), the City's 2015 population will be approximately 29,000. Based on assumed housing and population densities specified in the General Plan, the "carrying capacity" of the Year 2015 planning area is approximately 38,000 people. As such, the 2015 Plan Area contains surplus land for residential use, sufficient to accommodate seven years of growth beyond 2015. This is the case for commercial and industrial land, as well.

The lists of facilities and associated costs presented in this section are drawn from the Draft Public Facility Plan (August 1993). Chapter 3 provides a review of the City's proposed road network. More detailed descriptions of forecast methodologies, assumptions for each public service type can be found in that document.

A separate City document, Year 2015 Strategic Financial Plan, is intended to address the financial implications of the General Plan through 2015 in more detail.

5.2 *Streets and Highways*

The future street and highway network for Oakdale is presented in Chapter 3, based upon the Land Use Plan. Section 3.14 and 3.15, Transportation Policies and Implementation provides more specific policy than found in this Chapter. The following sections are a summary of the major street improvements that would be required to upgrade the existing street system to the proposed street network. Table 4-6 in the Draft Facilities Plan provides a more specific breakdown by each roadway.

5.2.2 Phasing of Major Street, Rail Crossings and Bridge Additions

Until the Highway 120 Bypass Studies are completed, the timing of improvements and the addition of new roadways will be a challenge to the City due to the implications of which area roadways will be impacted. Bypass studies and a route determined is understood to be accomplished during 1994, with targeted construction of the Bypass in 1999. As such traffic forecasts and analysis note the need for additional roadways to relieve congestion within the center of town as well as at other locations. The following are some of the assumptions and determinations drawn from the development of the Land Use Plan and traffic analysis:

- As with Highway 120 Corridor #1, of the several Corridor #2 options, the Wamble Road Interchange scenarios offer the best future linkage of a Highway 108 Expressway with 120.

- That State funds will not be available for re-routing State Highway 108, east of Claus Road until after 2010. This places significant pressure on local City loop roadway strategies.

- The existing Warnerville Road to Stearns Road route is unacceptable for any re-route of Highway 108 traffic. Sierra Road may offer a partial Highway 108 reroute option.

- If 120 Corridor #1 is implemented, linkage with Orsi Road may function as an interim diversion for some of the Highway 108 traffic (for Turlock Highway 99 south area).

- The lack of the Orsi extension (south of the railroad loop to Yosemite Avenue) can increase South Yosemite Avenue traffic by over 10,000 additional trips per day by 2015.

- Orsi loop can reduce future congestion at the F Street/Maag Avenue intersection.

- The 2015 Boundary does not overlap well with implementation of the south of Sierra Road/Orsi Road loop scenarios. However, loop tie-in options to Yosemite Avenue can include Post and Townhill Roads through to either Hi-Tech Parkway, Greger Street and Warnerville Road.

- A Maag Avenue rail crossing can be a nearer term loop strategy to Post Road, however funnelling heavy traffic by the junior high school would be undesirable.

- Critical to the long-term capacity of the Yosemite Avenue corridor is whether another north/south crossing rail crossing can be accomplished west of Yosemite Avenue, and Greger Street's extension to Crane Road.

- The A Street signalization is expected to be accomplished in 1996. Additional widening of North Yosemite will be required due both to the A Street and F Street intersection improvements.

- Channelization and medians will be needed south of F Street for safety and cross traffic movement control some intersections.

- J Street signalization and South Yosemite Avenue widening will be needed prior to the year 2000.

- That a parallel roadway is needed above west F Street between North Lee Avenue (south of Pontiac) and Crane Road to separate MDR and Commercial designated areas.

- Channelization will be required at the Crane Road/F Street and at the Maag Avenue/F Street intersections. If no Bypass is built, medians will be required along portions of the East F Street corridor.

- South of F Street, east of Kmart and west of South Stearns Road, a parallel roadway may be necessary to facilitate use of the numerous runway shaped lots and control access. Note that with 120 Corridor #1 implementation, F Street would terminate at South Stearns Road.

- Greger Street is expected to extend east of Yosemite Avenue and both:

  - Loop north to connect with Delano Drive. Ideally some connection with South Street will occur to facilitate the development of the vacant 25-acre area at the end of South Street; and,

  - Potentially cross the railroad to the east connecting with Post Road and ideally Orsi Road.

- Post Road can not be extended southward to Warnerville Road due to development. It's rail crossing at Sierra Road needs reorientation eastward.

Additional bridge crossings will be needed for the 2015 Plan. Even if the Bypass Corridor 1 crossing is implemented, an additional local crossing will be necessary even without development of the north area. All other issues being equal, the Highway 120 Corridor #1 proposal may put off the need for a third local bridge crossing until just beyond 2015. This assumes development does not occur in the north area beyond current County General Plan policy and the City's 2015 year boundary. Other statements related to bridge crossings:

- The Crane bridge crossing will require a long span bridge. The crossing may need to be adjusted westward or eastward to be both more affordable and to reduce impacts in the Stanislaus River corridor. Unless the crossing was shifted, this would be the most costly and environmental sensitive crossing.

- This route could relieve some of the 108 traffic through the city assuming the Corridor 2 option is implemented. A Crane bridge would serve as a truck route to the industrial area by way of Greger Street, Lexington or Patterson Roads. This corridor could be the most growth inducing, north of the river outside the 2015 Area.

- The local Orsi bridge crossing assumes the same location as Bypass Corridor 1. This route would only be slightly less expensive than the Crane crossing. If an interchange is developed near Stearns, tieing into Orsi Road, the southern Orsi Road rail crossing would provide the closest access to the industrial area.

- The existing Yosemite bridge can not be widened. To add a crossing here, a parallel bridge would be needed. The Yosemite bridge crossing would be the least costly and easiest to accomplish. This would better serve the 2015 north area than either of the other crossings. Therefore, the Yosemite parallel bridge should be an early project allowing lead time to affect an additional Crane or Orsi or crossing.

5.2.4 Major New Construction

1. Crane Road: Highway 120 to Patterson Road, 4.1 miles, four lanes.
2. Orsi Road Loop: River Road to Yosemite Avenue, 4.1 miles, four lanes.
3. River Road Extension: Highway 120 to Orsi/Rodden Roads, 1.0 miles, four lanes.
4. Greger Street: Crane Road to Orsi Road Extension, 3.9 miles, two lanes.
5. Lexington Avenue: Crane Road to Stearns Road, 3.6 miles, two lanes.
6. Lee Avenue Extension (Oak): F Street to Patterson Road, 1.9 miles, two lanes.
7. J Street Extension: Orsi Road to Sierra Road, 1.8 miles, two lanes.

5.2.3 Widening and Reconstruction

1. Yosemite Avenue: Existing Highway 120 to Patterson Road, 4.2 miles, four lanes.
2. F Street: Crane Road to Yosemite Avenue, 2.1 miles, four lanes.
3. F Street: Maag Avenue to Dillwood Road, 1.5 miles, four lanes.

5.2.4 New Collector Streets--All Two Lanes

1.	North Loop A	-	1.2 miles
2.	Gilbert Road - Loop B	-	1.0 mile
3.	Northwest Collector	-	1.4 miles
4.	Willow Glen Drive Extension	-	0.8 miles
5.	Reed Road Extension	-	0.4 mile
6.	A Street Extension	-	1.5 miles
7.	D Street Extension	-	0.8 mile
8.	Maag Avenue	-	1.3 miles
9.	Lando/Frontage Road	-	1.1 miles
10.	J Street West	-	1.4 miles
11.	Old Warnerville Road Extension	-	0.9 mile
12.	Atlas Road Extension	-	1.1 miles

5.2.5 Bridge Crossings with Stanislaus River

1.	Crane Road/Cleveland Road	--	Four-lane bridge
2.	Yosemite Bridge	2 lanes	Four-lane bridge
3.	Orsi Road	--	Four-lane bridge
4.	Pedestrian/Bike Trail East	--	Separate or with Orsi Bridge
5.	Pedestrian/Bike Trail West	--	Separate or with Crane Bridge

5.2.6 Traffic Signal Locations at the Following Intersections

F Street/Highway 120/Highway 108
1. Crane Road
2. Lee Avenue
3. Yosemite Avenue
4. Maag Avenue
5. Orsi Road
6. Dillwood

Yosemite/Highway 120
7. Cleveland to Crane Bridge
8. Valley Home (Twenty Six Mile Road)
9. River Road
10. A Street
[F Street above]
11. J Street
12. Greger Street
13. Lexington Avenue Extended
14. Patterson Road

Orsi Road Extended
15. River Road (Rodden Road)
[F Street listed above]
16. J Street
17. Greger Street

Crane Road
[Highway 120 listed above]
18. River Road
[F Street listed above]
19. Greger Street
20. Lexington Avenue
21. Patterson Road

Oak/Ash or Wood Extended
[F Street listed above]
22. Greger Street Extended
23. Lexington Avenue
24. Patterson Road

5.3 Wastewater Service

The City of Oakdale provides wastewater services consisting of three major elements, collection, transmission and treatment, to all classifications of users within the City limits. This section is intended to analyze each of these elements as they currently exist within the system, determine the expansion necessary to serve the 2015 Boundary. Additional review can be found in the Draft Public Facility Plan including proposed location of transmission lines, Figure 4-4.

The existing wastewater collection system is comprised of four major trunk sewers, the Oak Avenue, Maple Street, Walnut Street and Kimball Street trunks. Sanitary flows are collected from individual neighborhoods and developments in a network of smaller diameter tributary branches and laterals. When necessary, lift stations take the gravity flows from these neighborhood areas and pressurize them for further transport through force mains. The major pipelines or trunk sewers collect cumulative area gravity flows and, in some cases, pressurized flows. Only these major pipelines, those 12 inches in diameter and larger, are discussed in this report although some 10-inch lines are included due to their importance to the system.

The collection system transports wastewater to the City of Oakdale Water Quality Control Plant on Liberini Avenue, north of the Stanislaus River. The plant uses oxidation ponds followed by a clarifier to treat the waste stream. Further treatment is provided by land application, in which the effluent is treated by ground percolation before ultimately reaching the Stanislaus River.

Projected wastewater generation for the 2015 Area is presented in the following:

	Average Daily Flow		Peak Daily Flow		I/I Flow		Peak Wet Weather Flows
Area	(gpd)	(gpm)	(gpd)	(gpm)	(gpd)	(gpm)	(peak+I/I)
TOTAL	**4,964,000**	**3,400**	**9,431,600**	**6,000**	**2,962,000**	**2,100**	**12,393,600**

The most notable new service area would be the North of the River area, easily serviced by a trunk line from the Sewer Plan which is adjacent to the River. This area is expected to have dry weather flows of about 593,000 gallons per day. The largest new service area would be the 1,200-acre southwestern area. This service area is expected to be accomplished by a gravity trunk sewer. Increased wastewater flows will be channelled to the north under the railroad tracks to a new trunk sewer across the river in the vicinity of and from the Lee or Ash Avenue area. Flow rates are expected to be about 760,000 gpd. The topography near Kaufman Road slopes generally to the south and west, away from the main system. Collection of these flows in a 10-inch gravity trunk sewer will feed a lift station on the western most end of the area. This lift station will transport the collected flows over a ridge separating this area from the southwest area to existing lift station 7 which will need to be expanded to carry additional peak flows of 1,700 gpm.

With the additional projected flows identified for 2015, corresponding expansion of the treatment facilities are also necessary. Projected future capacities of the plant compared to existing capacities found in the 1990 Sewer Master Plan are as follows:

	Current	2015
Average Dry Weather Flow	1.5 mgd	4.96
Peak Wet Weather Flow	6.9 mgd	12.4
Average Biochemical Oxygen Demand	3,470 lb/day	11,400
Average Suspended Solids	3,470 lb/day	11,400

5.4 Water Service

The major surface water source in the Stanislaus River Basin is the Stanislaus River. Flows in the lower Stanislaus River are controlled by the operation of the Goodwin and New Melons Dams and the New Melons Reservoir. Average flows for the period 1981 to 1990, when the New Melons Reservoir has been in operation, are 674,000 acre-feet per year in a range from 268,000 to 1,673,000 acre-feet per year.

Both the City of Oakdale and the City of Riverbank would be possible future users of the New Melones Reservoir waters, depending on escalating future demands on possibly diminishing quality and availability of groundwater sources.

The City of Oakdale currently obtains water from groundwater sources. Groundwater users consist of those in the City of Oakdale proper and two major water-using industries, Hershey and Hunt Wesson. The City supplies nonindustrial water to these users, they operate their own wells independent of the City.
The Oakdale water system is currently divided into three pressure zones, supplied by eight groundwater wells. These wells are capable of supplying a maximum of 11,800 gpm at a system pressure of 40-45 psi in the main pressure zone. A second high pressure zone serves the industrial area in the south and the J Street area.

The high quality of the groundwater has made treatment to comply with drinking water regulations unnecessary. However, current and future Safe Drinking Water Act Amendment (SDWA) regulations may require a more in depth analysis of water quality characteristics of both the source water and the delivered product water.

The current transmission mains consist of 10- to 14-inch pipes. The water system network was developed incrementally as the city expanded. Many of the pipes, especially in the older parts of town are 4 inches or smaller, and while the pipe sizes may be adequate for normal domestic water flow demands.

A 500,000-gallon ground storage tank is located near pump No. 3, in the northeast portion of the city. The tank is 48 feet in diameter, 40 feet high and is constructed of steel. The tank bottom is set at elevation 211 feet. The tank is of sufficient size to serve as pressure equalization for all areas but the two high pressure zones. It also provides a reserve capacity during emergencies such as fire flows.

Projected water demands were calculated by determining representative flow factors for each land use designation on a per capita or per employee basis. The flow factors are based on actual metered water flows in the City of Oakdale.

2015

	Average Daily Flow		Maximum Daily Flow		Maximum Hourly Flow	
Area	(gpd)	(gpm)	(gpd)	(gpm)	(gpd)	(gpm)
TOTAL	9,291,000	6,500	27,907,500	19,400	41,809,500	29,200

The supply necessary to meet these water demands is approximately 19,400 gpm. This represents a supply deficit of 7,600 gpm without replacement of well number 4. Wells are needed in the areas north of the Stanislaus river, one at 2,200 gpm and one at 1,400 gpm should be sufficient to provide domestic and fire flow needs. The Kaufman Road Area will require a supply well at a minimum of 2,000 gpm to supply fire flows. The southwest will require a well at 750 gpm, that will also supply additional flow to the southeast at 2,200 gpm for fire flows. The northwest will require a well at 2,200 gpm. Each of these wells will require a minimum TDG of 90 feet in addition to the elevation at the highest point in its respective service area to maintain adequate pressures for fire flow service. See Figure 4-5, in the Draft Facilities Plan for proposed system distribution map.

5.5 Storm Drainage

The storm drainage and infiltration system in the City of Oakdale, consists of 12 to 18-inch storm sewers directed to the Stanislaus River, stormwater lift stations, temporary use of drainage basins, irrigation pipelines, dry wells and french drains at low points and connections to the sanitary sewer system at various locations. Connections to gravity irrigation district supply lines and sanitary systems have serious operational disadvantages.

The Oakdale Irrigation District (OID) has a pipeline distribution system for conveyance of irrigation water through portions of the City. During the fall and winter months, when irrigation water is not needed, the pipelines are drained. The City, by agreement with the OID, formerly disposed of stormwater through these pipelines to irrigation channels or the river. This practice has, in most instances, been stopped. However, stormwater is still conveyed through the OID irrigation line along High Technology park and South Yosemite.

General flow directions vary throughout the planning area. For the most part the drainage pattern is east to west, south to north. These are several flat areas at the higher elevation in the east and southeast. Flows would generally tend to drain into the existing City.

Dry wells consist of vertical holes drilled through hardpan layers. A perforated pipe with a gravel envelope is then placed in the hole. Water dissipates by percolation. Dry wells have been constructed at low points throughout the City to assist with on-site collection and percolation of the stormwater into the soil. Additional relief has been obtained by connections made to the sanitary sewer system at various locations. The sewer lines are generally undersized for effectively carrying storm run-off and the sewage treatment facilities generally experience hydraulic overloading.

French drains consist of trenches filled with rock. Water is dissipated via percolation. Like the dry wells, french drains have been installed at various low points within the City to assist with storm water run-off. Use of the french drains also results in similar difficulties as described for dry wells.

The City's stormwater runoff currently flows from the collection system directly into the Stanislaus River. This is acceptable under current NPDES Clean Water Act regulations, provided the discharge flow rate is kept at previous years' levels and the volume is retained for a time sufficient to allow suspended particulate matter to settle.

As each portion of the 2015 area is developed, an increase in runoff, due to decreased permeability, can be expected; with the maximum amount of runoff occurring at build-out. It is recommended that stormwater detention/percolation ponds be used to handle the increased flows. The ponds will facilitate settling of the particulate matter. Ponds are recommended because they require a minimum maintenance, are low cost, and are currently providing satisfactory service in various locations throughout the City. The ponds would be placed at low points in various drainage areas within the planning area. Consideration should be given to co-locating them with park facilities. Figure 4-6 (Draft Public Facilities Plan) illustrates the proposed Drain System and general location for basins.

5.6 Police

The Oakdale Police Department provides protection service, animal control service, and traffic patrol service in the city of Oakdale. The Department employs 21 sworn officers and eight other staff members. Police Headquarters is located in the City Hall Complex at 245 N. Second Avenue. Approximately 1,850 square feet of space is presently assigned to the Department.

Level of service for police departments is typically given by the ratio of sworn officers to resident population served. A national standard supported by the FBI and often cited by service planners is 2.0 officers per 1,000 residents. In reality, however, few municipal police forces have this level of manpower available. The City of Oakdale's staffing level of 21 sworn officers equates to a ratio of between 1.6 and 1.7. In addition, the Department's ratio of sworn officers to other staff is presently 1.3 to 1.

Recognizing the significant impact that crime has on the quality of life in a community, the City Council maintains law enforcement to be the top priority in the distribution of General Fund revenues. Law enforcement includes street patrols, investigations, traffic enforcement and public education.

The Department currently houses a staff 29 personnel in total space of approximately 1,850 square feet, a density of approximately 64 square feet per person. The peak staffing level during the day shift is approximately 12, producing a density of approximately 150 s.f. per employee. A standard of 200 s.f. per employee based on the peak staffing level (85 s.f. per employee for total staff) has been adopted for planning purposes.

The 2015 population forecast is 29,000 persons or 2.1 times the present population of 13,600. These increases in population implies the following needs for police personnel, facility space, and vehicles:

	2015 Total	**Net Increase Over Existing**
Staff	66	37
Facility Space (Desired Std.)	4,995	3,145
Vehicles	32	18

This Public Facilities Chapter is consistent with a *Facility Master Plan* prepared by the City for its Civic Center Complex in that it is recommended that the Police Department continue to be housed as part of the City Hall complex. Now, as before, the two primary alternatives for the location of an expanded complex are (1) the present City Hall site, and (2) the present Fire Station site. The actual location of future additions to Department facilities will be based on detailed implementation studies.

5.7 Fire

Fire protection services within the City of Oakdale consist of fire suppression, fire prevention, and emergency medical assistance. The department has 13 full-time fire fighters, including the Fire Chief and the Fire Marshal. The Department also utilizes the services of 25 volunteers, and maintains a number of mutual aid agreements with neighboring fire protection agencies, including the Oakdale Rural Fire District. With an ISO rating of 4, the Oakdale Fire Department is considered better than average. In addition to its emergency response duties, the Department performs fire code inspection, public education, materials response, and nuisance abatement.

The City of Oakdale Fire Station is presently located at 325 East G Street. This facility was constructed in 1960, and has a total area of 5,778 square feet, with 5,524 s.f. allocated for suppression equipment and staff facilities, and 254 s.f. for administration and prevention. The Department presently has available four fire suppression vehicles, including three engines (one reserve) and a ladder truck. The Department also maintains a fleet of four light duty trucks, vans, and cars.

Improvement in fire protection service to accommodate future growth within the City will consist primarily of constructing new fire stations in various quadrants of the City, phased to reflect then-current forecasts of growth within the general plan area. Each station will house one engine and, potentially, auxiliary vehicles of various types. Based on information available at this time, possible phasing and locations for new stations are:

> East Area - New secondary station (1 engine) in the vicinity of Orsi & F Streets. Consolidation of activities with the Oakdale Rural Fire District station located at 1398 East F Street is possible.
>
> North Area - New secondary station (1 engine) in the vicinity of River Road and State Highway 120.

In addition, expansion of the Main Fire Station at 325 East G Street will be required to accommodate additional staff needs, including training. No change in location of the main station is contemplated, and expansion to accommodate additional equipment is unlikely.

5.8 Parks and Recreation

The City of Oakdale has established a standard of 5 acres of park per 1,000 persons. The 2015 boundary population of 29,000 will require about 145 acres of park land or 195 acres for build-out longer term. The PSA would require a total of 240 acres of park land. Generally, this would be divided equally between neighborhood parks and large parks. The recommendations of the 1990 Master Park Plan were incorporated into the park proposals of this plan. The public open spaces on the land use plan are not counted as part of the City's 5 acres per 1000 calculation.

The proposed Park and Recreation Plan includes large parks, neighborhood/community parks, golf courses and open space. The proposed trail and bikeway system is also included in the plan.

Based upon the Oakdale standard, the need for neighborhood parks would be for 145 acres of land for the 2015 area. These neighborhood parks could be created in a series of parks usually 3 to 5 acres in size. The plan provides 170 acres of neighborhood parks, however; some of this size of park would be influenced by: (1) the need for a particular recreational facility, (2) need to serve as a joint use facility for drainage, or (3) proximity to school site for temporary storm drainage storage and should not be considered as totally usable recreational space includes co-use areas. Supplemental areas also include the Wakefield Wilderness Area, the potential golf courses, and the extensive, open space along the Stanislaus River.

Total Neighborhood and Community Parks			170.2
All Components Served by Large Parks	Fair Oaks Large Park (2)	15.0	
	Kerr Park (1)	33.5	
	River Road Large Park (3)	40.0	
Total Large Parks			88.5
TOTAL ALL PARKS			**258.7**

Recent use of and demand for recreational facilities in Oakdale serves as a basis to determine future needs for these facilities. Also, the National Park and Recreation Association (NPRA) guidelines provide a comparative basis for determining Oakdale's needs.

Considering all the major facility types, a total of 59.5 acres will be required to accommodate the new recreational facilities. Proposed facilities are as follows:

Facility Type	Total Need	Required Facilities
Baseball Field	10	5
Softball Field	10	7
Soccer Field	5	5
Football Field	2	1
Running Track	2	0
Tennis Courts	25	18
Volleyball Courts	10	4
Basketball Courts	10	10
Picnic Units	10	6
Picnic Shelters	10	9
Community Centers	5	4
Swimming Pools	2	1

Policy guidelines for park related facilities and resources are principally located in the Open Space Chapter Section 4.7.121 through 4.7.142.

5.9 Trails and Bikeways

A comprehensive trail and bikeway network is proposed as an integral part of the City's park and recreation program. Figure 4-1 illustrates the network which is designed to interconnect most of the City's parks, schools, and open spaces. It is intended to serve the alternate transportation and recreation needs of the future population.

The proposed trail system would consist of a "main trail" extending along the Stanislaus River with a loop into the southern portions of Oakdale. The river trail should be developed along the bluff and away from the natural habitat in the flood plains. This main trail would be, with a few exceptions, fully separated from all streets and contained within easements, parks, and public spaces. A secondary series of designated trails would serve the remaining areas of the City.

Oakdale's western heritage suggests that equestrian facilities would also be appropriate. Site should have from 5 to 10 acres, depending on the number of stalls, corrals and related facilities. These equestrian centers should be located on or near the proposed trail system, with separate, but parallel, trails. This would also allow joint use of the trail river crossings. The City should encourage privately operated equestrian facilities--with the City possibly providing sites on public land. The City should develop and maintain the trails. Policies related to trails and bikeways can be found both in the Circulation and Open Space Chapters.

Note: GPA Amendment: Reference Section V - Proposed System, of the Oakdale Bicycle and Pedestrian Master Plan. [Approved by City Council, June 17, 2002].

5.10 Public Schools

The public schools in Oakdale are provided by the Oakdale Union Elementary School District and Oakdale Joint Union High School District. The Oakdale Union Elementary School District operates three K-5 schools and one 6-8 middle school, all in Oakdale. The Oakdale Joint Union High School District operates one regular 9-12 high school in Oakdale.

Total needs for the elementary schools would be 86 classrooms, or approximately 12 classroom units each for grades K-6. The proposed Land Use Plan incorporates an additional eight new school sites into the existing elementary school system, for a total of 11 schools. The district currently owns one undeveloped elementary school site at the southeast corner of Ventanas Avenue and J Streets, and the CSA plans identified two other specific sites for locating new schools. Another five locations are identified by a circle designation symbol on the Land Use Plan map.

Junior high school enrollment projections indicate the need to serve 797 additional students, which would require at least one additional junior high school in Oakdale. This would occur even if the District goes to a year-round calendar. The School District currently anticipates the need for the construction of a new junior high school shortly after the year 2000. An undeveloped site for a junior high school is located just west of North Crane Road.

Enrollment projections prepared by the Oakdale Joint Union High School District indicate the need for additional school facilities to accommodate high school students generated by build-out within the 2015 Area. Approximately 1,241 additional students could be accommodated through additions at both high schools (387 more at Oakdale and 854 more at Riverbank), not including consideration of space for special program students. At the time of the Plan's adoption the City and High School District were pursuing a continuation high school and park site on the Akley Circle in South

Yosemite Industrial Park. Currently the continuation school is located adjacent to the City's high school. It's relocation would allow for some minor expansion by the high school. Despite this, the District will still need a third comprehensive high school, as well as all additions to the existing facilities to accommodate the 2015 student population. For related Implementation Policy refer to Section 5.13.171.

5.11 Libraries

The County Branch Library in Oakdale contains 6,500 square feet. A 10-year plan for the County library system, prepared in 1992, recommended that the Oakdale Library be expanded to 10,000 square feet.

The optimum site for an expanded Oakdale Branch Library would include 10,000 square feet (expanded by 3,500 square feet from 6,500 square feet) of building space, 50 parking spaces (approximately 20,000 square feet), based on the Oakdale Zoning Ordinance requirement of 200 square feet of parking per square foot of building area, and 20,000 square feet of landscaped area (based on a parcel coverage of 20-percent). This would require an expanded site of 50,000 square feet or 1.14 acres.

5.12 General Government

The Civic Center Complex houses all the General Government departments, including City Hall/Police Headquarters/County Court, the Community Center, and City Council Chambers. (Space occupied by the Stanislaus County Court was recently vacated and is now available to the City.)

This Chapter is consistent with both the Draft Public Facilities Plan with a *Facility Master Plan* prepared by the City for its Civic Center Complex. Recommended is that all activities continue to be housed as part of the Civic Center Complex or the Corporation Yard. Now, as before, the two primary alternatives for the location of an expanded Civic Center Complex are (1) the present City Hall site, and (2) the present Fire Station site. The actual location of future facilities will be based on detailed implementation studies.

5.13 Guiding Public Facilities Policies

In addition to the following policies other chapters most notably Circulation and Open Space Conservation provide more specific policy guidance for roadways and parks.

PF1. Ensure that facilities are coordinated and health codes are enforced among all government levels.

PF2. Preserve and enhance the level of public services provided by the City to its residents.

PF3. Service levels of law enforcement shall increase proportionally to demands for service, growth in area and growth in population. When available, additional funding will be provided to increase service to our community.

PF4. Recognizing national standards for responding to emergencies in six minutes or less, Fire Department facilities and staffing should be maintained to achieve this goal 95-percent of

the time. National Fire Protection Association standards for staffing levels shall be recognized as desirable by the City Council.

PF5. Accomplish coordinated and effective planning of recreational and leisure activities by coordinating with our school districts volunteer services and other agencies.

PF6. Ensure that all new public facilities and improvements are consistent with current adopted Public Facility Plan.

PF7. Growth shall be monitored to ensure it does not cause a significant long-term reduction in the ability of public agencies to providing services and facilities.

PF8. City's planning activities should be coordinated with other affected or responsible governmental agencies.

PF9. The City shall develop and maintain a five-year capital improvement program for streets, transportation-related activities, sewer, water, drainage, parks and related services. Development fees shall be required (to offset its fair share) for construction, reconstruction or modification of existing or planned systems.

PF10. Ensure that schools are located in all quadrants of the City.

5.14 Public Facilities Implementation Policies

158. The City has initiated a program for a major update of the City's General Plan. Included in the program is development of a formal public facility and strategic financing strategy for future development. The Updated General Plan, Public Facility Plan, and the Public Facility Strategic Financing Plan will be the basis for development of a Growth Management Strategy for annexations to ensure that land availability is not an issue in providing services for new areas.

159. Develop good communications with other agencies that can affect or be affected by growth in the City and surrounding area. Promote and cooperate in information exchanges. Periodically meet to discuss facility plans issues and problems to reach consensus on the most effective way to provide services and housing affordability.

160. Review and comment upon land use and public works-related proposals submitted to or planned by other governmental agencies which involve territory in or within reasonable proximity of the City's planning boundary. Discourage land use activities in the unincorporated territory adjacent to the Primary planning boundary which could interfere with the implementation of the General Plan.

161. Annually review the PFP and the status and cost of City services.

162. Installation of facilities necessary to provide services to the project will be based on full build-out scenario for each phase initiated.

163. During consideration of major subdivision projects, findings shall be made regarding cumulative impacts on facilities, services and the City's circulation system. Status, timing

and adequacy related to the PFP should be determined. Development shall be required to pay for infrastructure needed to accommodate impacts caused by the project.

164. Target central Oakdale as the primary location for public and governmental facilities (i.e., civic center, post office, City Hall). Central Oakdale encompasses the area between Oak and Maag Avenues, the Stanislaus River and J Street.

165. Storm water detention ponds and drainage system shall be designed to appear natural in character with rounded or sculpted edges and use natural materials and abundant landscaping as feasible. Dual use of the recreation facilities as planned where conditions are compatible.

166. Siting of detention ponds and drainage channels should be optimized for infrastructure needs while considering the availability and suitability of open space as a factor in location.

167. All project areas should incorporate storm drain systems designed to accommodate the 100-year, 24-hour precipitation event.

168. The City will draft ordinances to address grading practices, storm water monitoring and discharge, irrigation practices to facilitate infiltration, avoid runoff, and erosion control plans and improvements.

169. Require geotechnical studies and soil analysis especially in heavy slope areas.

170. Day care centers should be located near schools and large employers, to allow for before and after school care, one stop convenience for preschool facilities for toddlers and day care for infants.

171. Prior to the issuance of any building permits for the project, the applicant and the school district shall have entered into an agreement concerning new school facilities construction and financing. If the school district and the applicant are unable to reach an agreement, the issue concerning impact fees for new school facilities construction and financing shall be referred by the school district and/or the applicant to the City Council for final determination. Mitigation measures sought by the school district pursuant to this section shall be limited to measures necessary to mitigate the impacts caused by the project, permitted by State law and approved by the City.

172. Work closely with the school districts in identifying and pursuing new sources of adequate funding for the rehabilitation, improvement, expansion and construction of existing and future school facilities that will benefit all students of the City.

173. Continue school district/City partnership for programs and joint use of recreation facilities.

174. Work with other agencies to create a regional ground water management plan to ensure water quality and quantity.

175. Review water standards from the State of California regarding Oakdale aquifers and their relationship with the eastern development septic loads to determine that level of service can be provided in the future.

176. Provide well water treatment as required to insure conformance with safe drinking water standards.

177. Monitor the quality and quantity of ground water.

178. Consider a developments affects on ground and surface water quality, and control pesticides and fertilizers in agriculture and rural residential areas.

179. Require new development to incorporate water efficient features into design and construction.

180. Require source reduction and recycling to minimize waste at the point of manufacture or use.

181. The City should encourage the planning and implementation of cultural and performing arts programs and facilities, museum facilities and operations.

181A. Implement the Bicycle and Pedestrian Master Plan into future development where feasible. [GPA approved by City Council, June 17, 2002]

CHAPTER 6 NOISE, AIR QUALITY AND SAFETY

6.1 Introduction and Authorization

Noise and Safety are two of the seven mandatory elements of the General Plan. The contents and methods of preparation for the Noise Element are determined by the requirements of Government Code 65302(f) of the California Government Code and by the "Guidelines for the Preparation and Content of Noise Elements of the General Plan (Reference 1)" adopted and published by the California Office of Noise Control (ONC) in 1976.

Section 65302 of the California Government Code requires that a General Plan include a safety element designed to protect the community from unreasonable risks associated with the effects of natural and man-made hazards such as fire, flooding, geologic and seismic hazards, and hazardous materials.

The California Clean Air Act (CCAA), which became effective in 1989, provides a planning framework for attainment of Caltran's Ambient Air Quality Standards (CAAQS). Non-attainment areas in the State were required to prepare plans for attaining the CAAQS. The CCAA provided for the classification of regions within the State into three classes depending upon the findings of the attainment plans. Oakdale is in the San Joaquin Valley air basin, the largest region in California.

The following Noise Air Quality and Safety review and policies are based upon the Land Use, Housing, Transportation and Public Facilities chapters of the General Plan. Additional background and analysis is available in the Master EIR for the General Plan. This Chapter is also intended to meet the requirements for Open Space and Conservation of Resources related to health and safety.

6.2 Noise

The purpose of this Noise section is to identify and appraise existing noise problems in the community, and to minimize existing and future noise conflicts through policies and programs designed to achieve land use and noise compatibility.

Regulatory Overview

California Administrative Code Section 65302(f)

The State Office of Planning and Research (OPR) Noise Element Guidelines require that major noise sources be identified and quantified by preparing generalized noise contours for current and projected conditions. Noise sources which must be considered include the following:

- Highways and freeways
- Primary arterials and major local streets
- Passenger and freight on-line railroad operations and ground rapid transit systems
- Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.

- Local industrial plants, including but not limited to, railroad classification yards.
- Other ground stationary sources identified by local agencies as contributing to the community noise environment.

Noise contours may be prepared in terms of either the Community Noise Equivalent (CNEL) or the day-night average level (Ldn), which describe the total noise exposure at a given location for an annual average day. The Guidelines also suggest preparation of a community noise survey, which describes ambient noise levels in noise sensitive areas within the Planning Area. Noise contour and exposure information can then be incorporated into the General Plan to provide a basis for achieving land use compatibility within the community. Noise exposure information can also be used to provide baseline noise levels for use in the development and enforcement of a local noise control ordinance and to serve as a guideline for compliance with the state's noise insulation standards.

Other Applicable Regulations

Commercial and public airports operating under a permit from the Caltrans Division of Aeronautics are required to comply with both the State Aeronautics standards governing aircraft noise and also all applicable legislation governing the formation and activities of a local Airport Land Use Commission (ALUC). The function of the ALUC is, among other things, to develop a plan for noise compatible land use in the immediate proximity of the airport. The local general plan must be reviewed for compatibility with this Airport Land Use Plan and amended if necessary. (Also refer to Section 3.12 in Chapter 3.)

The California Vehicle Code sets noise emission standards for new vehicles, including autos, trucks, motorcycles and off-road vehicles. These standards can be enforced by local authorities as well as the California Highway Patrol. The Harbors and Navigation Code regulates noise emissions from new motorboats and those operated in or upon inland waters.

Title 24 of the California Administrative Code establishes the State Noise Insulation Standards. These standards require specified levels of outdoor to indoor noise reduction for new multi-family residential constructions in areas where the outdoor noise exposure exceeds CNEL (or Ldn) 60 dB. Chapter 35 of the Uniform Building Code requires that common wall and floor/ceiling assemblies within multi-family dwellings comply with minimum standards concerning the transmission of airborne sound and structure-borne impact noise.

Other pertinent regulations include Section 216 of the Streets and Highways Code, which regulates traffic noise as received at schools near freeways. The State Penal Code (Section 415) prohibits loud and unusual noise that disturbs the peace, while the Civil Code defines public nuisance which may be caused by noise. The California Environmental Quality Act (CEQA) includes noise as one of the factors in determining environmental impacts.

Relationship to the other Elements of the General Plan

The Noise Element is most closely related to the Land Use, Transportation, and Open Space Elements of the General Plan. The Land Use Element should consider the existing and projected noise environment to ensure land use compatibility and to minimize exposure of residents to

excessive noise. The Noise Element should also provide guidance in the location and design of new transportation facilities as defined within the Transportation Element of the General Plan. Additionally, the Noise Element should be considered when planning open space, both for the purpose of protecting noise sensitive recreational areas from excessive noise levels, and to provide the basis for utilizing open space to buffer sensitive land uses from identified noise sources. The designation of open space may also be used to exclude other land uses from noisy areas.

6.2.1 Existing Noise Environment

Noise Measurement

Community noise, although rarely loud enough to result in actual physiological damage to hearing, can inhibit general well-being and contribute to undue stress. Thus, land use planning policies attempt to prevent exposure to excessive community noise levels. In addition, community noise ordinances are sometimes adopted to abate noise nuisances and to control noise from existing sources. They may also be used as performance standards to judge the creation of a potential nuisance, or potential encroachment of sensitive uses upon noise-producing facilities.

Research has found that the sensitivity of individuals to particular types of environmental noise (e.g., aircraft fly-overs) correlates strongly with measurable, physical characteristics of the sound, such as loudness. For the purpose of evaluating community noise, loudness is typically measured on the A-weighted scale, which gives preferred emphasis to frequency components most audible to the human ear. Measures used to characterize the range of instantaneous noise levels on the A-weighted scale include: L_{max} and L_{min}, the maximum and minimum instantaneous noise level experienced during a given period of time; and L_n, which indicates the statistical variation in instantaneous noise levels between L_{min} and L_{max}. The "n" symbolizes a number between 0 and 100 which indicates the percentage of time during which the noise level is exceeded. For instance, L_{50} indicates the noise level which is exceeded 50-percent of the time.

Any one location is likely to be subject to noise from a variety of different sources and events. Therefore, instantaneous noise levels at any one location will vary continuously over time. Single-number noise indicators, including L_{eq}, L_{dn}, and CNEL, are typically used to characterize time-varying noise exposure. L_{eq}, the equivalent energy noise level, is the average acoustic energy content of noise during a given sample period. L_{dn}, the day-night average noise level, is a 24-hour average L_{eq} with a 10 dBA "penalty" added to noise during the hours of 10:00 PM to 7:00 AM to account for the greater nocturnal noise sensitivity of people. CNEL, the community noise equivalent level, is very similar to L_{dn}, but with a 5 dBA penalty added to noise during the evening hours, 7:00 PM to 10:00 PM.

When noise exposure is substantially characterized by isolated, repeated noise events (such as aircraft overflights or railroad train pass-bys), it is frequently useful to measure the **total** noise energy related to each event, over the entire duration of that event. The SEL, or sound equivalent level, noise measure is typically used in such situations. SEL is essentially an L_{eq} normalized to a time period of one second. That is, SEL represents the noise level which would occur if all of the acoustic energy experienced during a given observation period (e.g. a single noise event) were compressed into a single second of time. A moderately loud event which lasts a fairly long time (e.g., a train pass-by) might release the same amount of total noise energy as an extremely loud event of very short duration (e.g., a low aircraft overflight) -- therefore, the SELs of the two events might be similar.

Criteria for Acceptable Noise Exposure

The State Office of Planning and Research (OPR) Noise Element Guidelines are most commonly referenced for assessing the compatibility of different land uses with a range of environmental noise levels. According to these guidelines, a noise environment of 50 to 60 dB L_{dn} or CNEL is considered to be "normally acceptable" for residential uses. However, the OPR recommendations also note that, under certain conditions, more restrictive standards than the maximum levels cited may be appropriate. As an example, the standards for quiet suburban and rural communities may be reduced by 5 to 10 dB to reflect lower existing outdoor noise levels.

Noise Sources

The project area includes a variety of both transportation-related and stationary noise sources. Existing noise sources are discussed briefly below.

Transportation Noise Sources

Transportation-related noise sources within the Oakdale Study Area include motor vehicle traffic, railroad operations and airport operations. State Highways 120 and 108 are the dominant sources of traffic noise within the Planning Area. Both highways pass through City limits along major arterial roadways -- Yosemite Avenue and F Street. As the highways pass through the City, local traffic is added to through traffic, so that total traffic volumes increase. However, travel speeds are substantially lower within City limits. Therefore, noise levels along both highways are expected to be somewhat lower within existing City limits than they are near the outskirts of the General Plan study area. Other sources of traffic noise within the Planning Area include Yosemite Avenue, an arterial roadway, and a number of existing collector roads including River Road, Valley Home Road, 26 Mile Road, Rodden Road and Crane Road.

Oakdale is served by three railroad companies, the Atchison, Topeka and Santa Fe (AT&SF), the Southern Pacific Transportation Company (SPTCo) and the Sierra Railroad. Noise levels associated with an SPTCo operation are most significant. Peak noise levels at nearby homes have been measured at 75 dBA, potentially loud enough to cause disturbance at the nearest homes. However, the measured SEL indicates that the train pass-bys have little effect on 24-hour average (CNEL) noise levels at the nearest homes.

The Oakdale Municipal Airport Master Plan of 1978 included projected noise contours for the year 1997. It is assumed that existing noise levels in the vicinity of the airport do not exceed those indicated for 1997, and, in fact, may be somewhat less. The projected 60 dBA CNEL contour extends no more than about 2000 feet from airport property. However, at the time the Master Plan was prepared, one single family residence was within the projected 60 dBA CNEL contour, and another was at the edge of the contour. Currently the City is in the process of updating the Airport Master Plan to accommodate a longer runway. As part of the Update will be update Noise Analysis and contour mapping. Also refer to Section 3.12.

Stationary Noise Sources

Major stationary noise sources within the primary study area include industrial land uses, most of which are located near the southern City limits. Noise levels have been measured at the following stationary noise sources: the A.L. Gilbert Co. grain milling plant, the Beatrice/Hunt-Wesson food processing plant, the United Can Plant, the Hershey Chocolate Company processing plant, and

the Hi-Tech Industrial Park. Of these sources, the Beatrice/Hunt-Wesson plant is amongst the loudest, with noise from evaporator machinery reaching into the lower 70s dBA at the nearest homes. Considering that the plant operates 24 hours per day, CNEL noise levels are likely to be in the high 70s dBA, well above the "normally acceptable" level of 60 dBA CNEL. Noise from the A.L. Gilbert Company milling plant, in combination with nearby traffic noise, may also exceed the "normally acceptable" level of 60 dBA CNEL at nearby homes.

The United Can Plant, located adjacent to Beatrice/Hunt-Wesson, has been the source of numerous complaints of noise since it began operating in 1988. However, noise levels at United do not approach the noise exposure created by the Hunt-Wesson plant at nearby homes. Noise measurements at the Hershey Chocolate Company plant indicate that noise levels generated by the plant do not exceed 60 dBA CNEL in areas located outside the plant boundary. The Hi-Tech Industrial Park includes several noise generating businesses, with the Oakdale Concrete Company concrete batch plant being the dominant noise source. However, peak noise events at the plant occur only intermittently during the work day, and more importantly, there are no noise-sensitive receptors in the vicinity of the plant.

Noise Receptors

Most of the land area within existing City limits is occupied by residential properties and other noise-sensitive uses, such as schools, hospitals, temporary lodging and churches. The motels are generally located along East F Street, a major traffic noise source. In addition, isolated clusters of residences can be found along F Street. However, noise-sensitive uses are generally separated from the major roadways by intervening commercial and industrial land uses. The southern portion of the City is generally set aside for industrial uses. However, a residential neighborhood abuts the northernmost of these industrial uses, resulting in major noise incompatibilities as described above.

6.2.2 Future Noise Environment

Transportation-Related Noise Sources

Traffic Noise

Table 6.1 shows the noise effects of increased and redistributed traffic at buildout of the General Plan, both with and without the Highway 120 and 108 bypasses. The model predicts distance to the 60 dBA CNEL contour for each major roadway in the primary study area. These contour distances are intended to represent potential worst-case noise exposure along the analyzed roadways. They do not account for intervening barriers which may interfere with noise propagation.

Some of the roadway segments considered under General Plan buildout conditions do not exist at this time. Many of these roadway segments are proposed to operate as arterials, carrying traffic volumes which in some cases are comparable to, or in excess of, existing volumes on Yosemite Road and F Street. Such roadway segments would represent major new traffic noise sources, as illustrated by Table 6-1.

Figure 6-1 shows the coverage of the projected 60 dBA CNEL contour at buildout of the General Plan (without consideration of the several highway bypasses). Proposed uses within the 60 dBA contour include residences and schools as well as less-sensitive uses such as commercial and office developments.

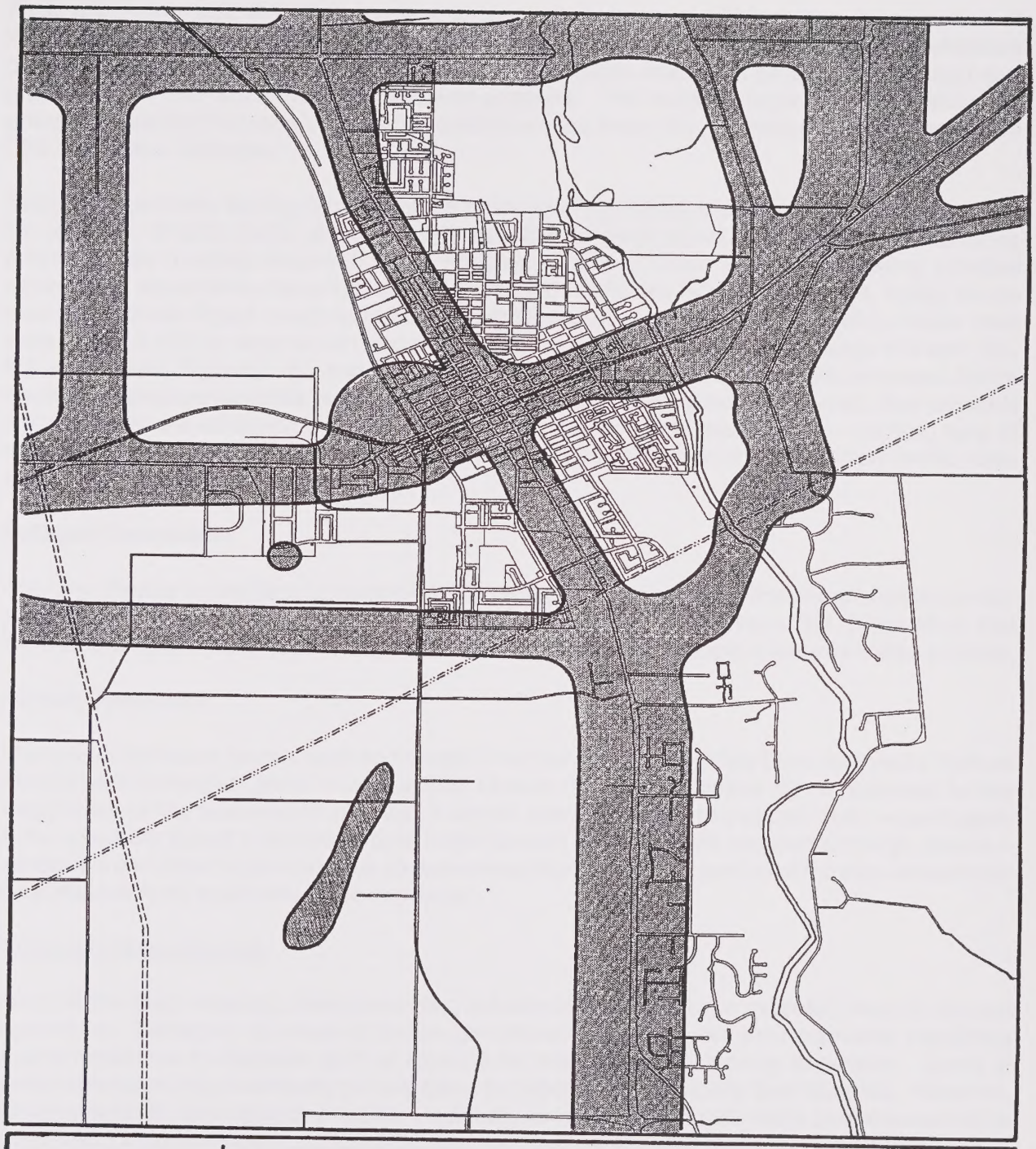
TABLE 6-1
MODELLED NOISE EXPOSURE FOR GENERAL PLAN
DISTANCES FROM TRAFFIC NOISE SOURCES TO 60 Dba CNEL CONTOUR /a, /b

			Distance to Contour (ft) General Plan Buildout	
Roadway	Segment	Existing	No Highway Bypasses	With Highway Bypasses
Scenic Route 120 Bypass	West of 108 Junction	N/A	N/A	1160
Scenic Route 120 Bypass	West of 120 Junction	N/A	N/A	640
State Route 120/North Yosemite Avenue	West of Victory Road	460	840	830
	Victory Road/River Road	470	950	920
	River Road/Oakdale Plaza	400	810	790
	Oakdale Plaza/ A Street	320	620	610
	A Street/108 Junction	330	610	600
State Route 108/ West F Street	West of Crane Road	480	550	390
	Crane Road/Reed Road	440	500	360
	Reed Road/Lee Avenue	390	470	340
	Lee Avenue/Wood Avenue	360	440	320
	Wood Avenue/Davitt Avenue	330	400	290
	Davitt Avenue/120 Junction	290	350	260
State Route 108 & 120 East F Street	Junction/Grove Avenue	380	390	470
	Grove Avenue/Maag Avenue	400	440	520
	Maag Avenue/Orsi Road	470	550	650
	Orsi Road/Stearns Road	470	950	890
	East of Stearns Road	550	1080	1010
Rodden Road	East of State Route 120	80	800	N/A
Orsi Road	Rodden Road/State Rtes. 108 & 120	N/A	680	N/A
	State Routes 108 & 120/Sierra Road	N/A	440	N/A
	South of Sierra Road	N/A	580	N/A
Crane Road	State Route 120/River Road	N/A	760	N/A
	River Road/Bridge	N/A	660	N/A
	Bridge/State Route 108	N/A	660	N/A
	State Route 108/Warnerville Road	60	650	480
South Yosemite Avenue	F Street/J Street	350	390	270
	J Street/Delano Drive	380	420	290
	Delano Drive/Kaufman Road	440	470	320
	Kaufman Road/Warnerville Road	480	520	360
	South of Warnerville Road	580	620	430
River Road	West of State Route 120	80	270	260
Valley Home Road	North of State Route 120	90	420	430
Twenty-Six Mile Road	North of State Route 120	100	270	260

Footnotes:

Physical barriers were not considered in the contour calculations. Such barriers tend to interfere with noise propagation, thereby reducing the distance to a given noise-level contour. In a City-wide noise study, it is impractical to consider the multitude of physical barriers - mostly manmade structures - which may effect noise contour locations. Furthermore, "flat-terrain" contours represent worst-case noise exposure and are, therefore, useful planning tools in areas where the built environment may undergo change in the future.

Average daily traffic (ADT) volumes were obtained from the Circulation and Transportation chapter of the Oakdale Preliminary General Plan. The proportions of various vehicle types (e.g., autos, medium trucks and heavy trucks) comprising the ADT volumes were derived from data presented in the "State Route 120 Oakdale Bypass Project - Existing Conditions Report", prepared by Dowling Associates, as part of a Caltrans study of the proposed bypass. It should be noted that truck percentages presented in the 120 Bypass Report were unusually high, resulting in modeled contour distances greater than what one might expect for a given speed and a given ADT. Observations made and brief traffic counts recorded during the noise survey confirm that truck percentages are quite high along the state highways and other roadways which access industrial areas. The Dowling report was also referenced to derive the proportions of ADT volumes occurring during the day, evening and night.



CITY OF OAKDALE
STANISLAUS COUNTY
CALIFORNIA

NORTH

HARLAND BARTHOLOMEW & ASSOCIATES, INC.
SACRAMENTO, CA

NOISE CONTOURS

LEGEND

AREA WITHIN THE 60 dBA CNEL CONTOUR

FIGURE 6-1

Table 6-2 shows modeled noise levels at a reference distance of 100 feet from the centerline of the analyzed roadway segments. The main purpose of analyzing noise levels at this reference distance is to determine the size of the noise level increase which can be expected to occur at a given setback from each analyzed roadway segment. The roadway segments which show the greatest projected increases in contour distances also show the greatest projected increase in CNEL at a fixed distance.

Table 6-3 examines the significance of the noise level increases shown in Table 6-2, apart from the absolute 60 dBA CNEL significance threshold discussed above. Note that locations along proposed new roadway segments (Orsi Road and most of Crane Road) and existing arterials expected to experience many-fold increases in traffic (Rodden Road, River Road, Valley Home Road and 26 Mile Road) would experience noise increases of 5 dBA or more (CNEL). Noise level increases of 5 dBA or more would also be experienced along segments of Highways 108 and 120. If the proposed Highway 120 and 108 bypasses are constructed, many of the proposed future roadway extensions would be unnecessary -- if such extensions are not constructed, their potential noise impacts are eliminated. On the other hand, the bypasses themselves -- carrying tens of thousands of vehicles daily at expressway speeds -- would represent the most potent traffic noise sources in the entire study area.

Railroad Operations

The only change to existing rail operations currently being potentially considered is an excursion train proposed to run on the Sierra Railroad line from Oakdale to Tuolomne City. It is unlikely that the size and frequency of such an operation would be sufficient to cause substantial noise impacts.

Airport Operations

The airport operators have shown an interest in further expansion. They have received a Federal Aviation Administration grant to update their Master Plan in conjunction with a proposed further lengthening of the main airport runway. If airport operations increase substantially -- particularly if the operators intend to accommodate larger aircraft such as small commercial cargo planes -- residential and other noise-sensitive uses proposed for the eastern portion of the plan area should be protected from excessive noise exposure.

Stationary Noise Sources

None of the major existing noise-generating industrial operations have indicated plans to expand operations. Managers for many of these operations cite the current poor economic conditions and/or limitations in available land as reasons for rejecting or postponing expansion. Some of these operators may eventually pursue plans to expand and/or modify their facilities. However, since no specific data on such possible modifications is available, future noise contours cannot be predicted. Contours shown on Figure 6-2 assumes that the strength of the existing stationary noise sources will not change.

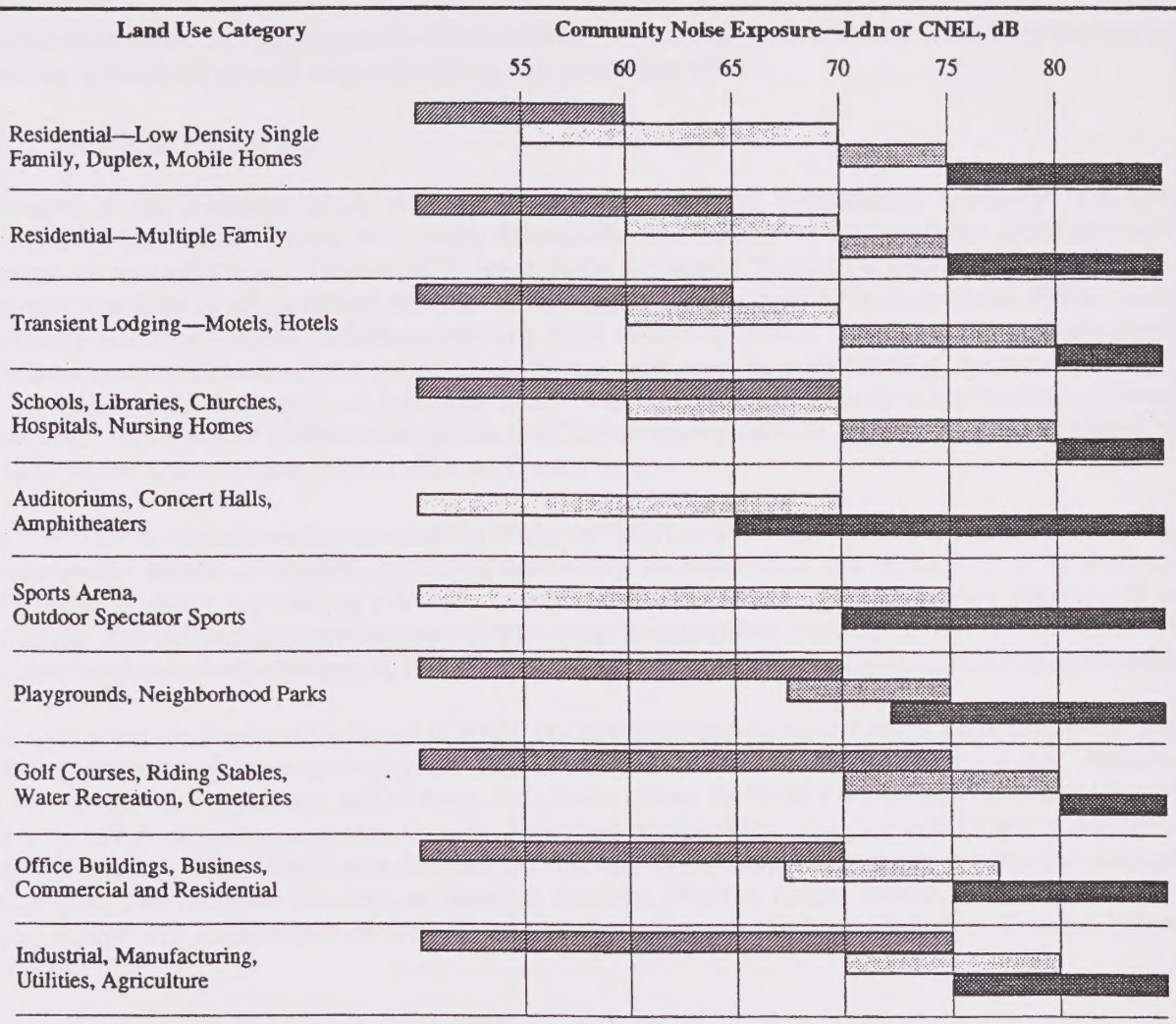
The Land Use Plan includes additional industrial uses within the existing industrial area. Noise levels generated by industrial uses can vary widely, depending on such things as the type of equipment being used, distance from the plant boundary at which equipment is operated, and whether or not the equipment is housed in enclosed structures. There is a potential for new industrial uses west of the existing Hershey plant to generate noise above recommended CNEL standards in areas north of Warnerville Road. Implementation policies include Section 6.6.186 through 6.6.194.

TABLE 6-2
MODELED NOISE EXPOSURE FOR GENERAL PLAN
NOISE LEVELS AT REFERENCE SETBACK DISTANCE /a, /b

			CNEL @ 100 Feet From Centerline (dBA) General Plan Buildout	
Roadway	Segment	Existing	No Highway Bypasses	With Highway Bypasses
Scenic Route 120 Bypass	West of 108 Junction	N/A	N/A	76
Scenic Route 120 Bypass	West of 120 Junction	N/A	N/A	72
State Route 120/North Yosemite Avenue	West of Victory Road	70	74	74
	Victory Road/River Road	70	75	75
	River Road/Oakdale Plaza	69	74	74
	Oakdale Plaza/ A Street	68	72	72
	A Street/108 Junction	68	72	72
State Route 108/ West F Street	West of Crane Road	70	71	69
	Crane Road/Reed Road	70	71	68
	Reed Road/Lee Avenue	69	70	68
	Lee Avenue/Wood Avenue	68	70	68
	Wood Avenue/Davitt Avenue	68	69	67
	Davitt Avenue/120 Junction	67	68	66
State Route 108 & 120 East F Street	Junction/Grove Avenue	69	69	70
	Grove Avenue/Maag Avenue	69	70	71
	Maag Avenue/Orsi Road	70	71	72
	Orsi Road/Stearns Road	70	75	74
	East of Stearns Road	71	76	75
Rodden Road	East of State Route 120	59	74	N/A
Orsi Road	Rodden Road/State Rtes. 108 & 120	N/A	73	N/A
	State Routes 108 & 120/Sierra Road	N/A	70	N/A
	South of Sierra Road	N/A	71	N/A
Crane Road	State Route 120/River Road	N/A	73	N/A
	River Road/Bridge	N/A	72	N/A
	Bridge/State Route 108	N/A	72	N/A
	State Route 108/Warnerville Road	57	72	70
South Yosemite Avenue	F Street/J Street	68	69	67
	J Street/Delano Drive	69	69	67
	Delano Drive/Kaufman Road	70	70	68
	Kaufman Road/Warnerville Road	70	71	68
	South of Warnerville Road	71	72	70
River Road	West of State Route 120	59	66	66
Valley Home Road	North of State Route 120	60	69	70
Twenty-Six Mile Road	North of State Route 120	60	66	66

TABLE 6-3
NOISE LEVEL INCREASE DUE TO GENERAL PLAN TRAFFIC GROWTH EQUAL OR EXCEED 5 dBA

Roadway	Segment	No Highway Bypass	With Highway Bypasses
Scenic Route 120 Bypass	West of 108 Junction	N/A	Yes
Scenic Route 120 Bypass	West of 120 Junction	N/A	Yes
State Route 120/North Yosemite Avenue	West of Victory Road	No	No
	Victory Road/River Road	No	Yes
	River Road/Oakdale Plaza	No	Yes
	Oakdale Plaza/ A Street	No	No
	A Street/108 Junction	No	No
State Route 108/ West F Street	West of Crane Road	No	No
	Crane Road/Reed Road	No	No
	Reed Road/Lee Avenue	No	No
	Lee Avenue/Wood Avenue	No	No
	Wood Avenue/Davitt Avenue	No	No
	Davitt Avenue/120 Junction	No	No
State Route 108 & 120 East F Street	Junction/Grove Avenue	No	No
	Grove Avenue/Maag Avenue	No	No
	Maag Avenue/Orsi Road	No	No
	Orsi Road/Stearns Road	No	No
	East of Stearns Road	No	No
Rodden Road	East of State Route 120	Yes	N/A
Orsi Road	Rodden Road/State Rtes. 108 & 120	Yes	N/A
	State Routes 108 & 120/Sierra Road	Yes	N/A
	South of Sierra Road	Yes	N/A
Crane Road	State Route 120/River Road	Yes	N/A
	River Road/Bridge	Yes	N/A
	Bridge/State Route 108	Yes	N/A
	State Route 108/Warnerville Road	Yes	Yes
South Yosemite Avenue	F Street/J Street	No	No
	J Street/Delano Drive	No	No
	Delano Drive/Kaufman Road	No	No
	Kaufman Road/Warnerville Road	No	No
	South of Warnerville Road	No	No
River Road	West of State Route 120	Yes	Yes
Valley Home Road	North of State Route 120	Yes	Yes
Twenty-Six Mile Road	North of State Route 120	No	Yes



Normally Acceptable
Specified land use is satisfactory, based upon the assumption that any buildings involved are of conventional construction, without any special noise insulation requirements.

Conditionally Acceptable
New construction or development should be undertaken only after a detailed analysis of the noise reduction requirement is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

Normally Unacceptable
New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

Clearly Unacceptable
New construction or development should generally not be undertaken.

Source: California State Office of Noise Control

LAND USE COMPATABILITY STANDARDS

HARLAND BARTHOLOMEW & ASSOCIATES, INC.
SACRAMENTO, CA

FIGURE 6-2

6.3 Air Quality

The purpose of the air quality element is to identify air quality problems in the community that will occur as a result of growth engendered by the Land Use Plan.

6.3.1 Regulatory Overview

Pursuant to the Federal Clean Air Act (CAA) of 1970 and subsequent revisions, the EPA established National Ambient Air Quality Standards (NAAQS) and set emission limits for many sources of air pollutants. The NAAQS were to be achieved through a scheduled extension of emission controls to all pollutant sources which came under the CAA's mandates. While major stationary sources receive individual scrutiny from local regulatory agencies and operate under conditions specified in permits issued by those agencies, mobile sources (e.g., motor vehicles, by far the largest sub-category) are regulated much more generically, usually at the federal and state level only. The State of California began to set California Ambient Air Quality Standards (CAAQS) in 1969 under the mandate of the Mulford-Carrell Act.

The 1990 CAA Amendments represent a major revision of the original statute. They specify new strategies for attaining NAAQS, including mandatory 3-percent annual reductions of air pollutant emissions in areas exceeding NAAQS, offset requirements for new stationary sources of air pollutants, the scheduled introduction of limiting cars and trucks into the motor vehicle fleet, and the development of alternatives to the private automobile as the primary means of transportation.

The California Air Resources Board (CARB) coordinates and oversees both State and federal air pollution control programs in California. The CARB has divided the State into air basins. Authority for air quality management within them has been given to local Air Pollution Control Districts (APCD), which regulate stationary source emissions and develop local non-attainment plans within their jurisdiction. The CARB has designated the eight counties which make up the San Joaquin Valley (i.e., San Joaquin, Stanislaus, Merced, Madera, Fresno, Kings, Tulare, and Kern) as an air basin under the jurisdiction of the San Joaquin Valley Unified Air Pollution Control District (SJVUAPCD).

6.3.2 Air Quality in the San Joaquin Valley and Oakdale

The San Joaquin Valley is the largest air basin in California and its air pollution potential is one of the highest in the United States. Topographic and meteorological conditions there often reduce the ability of the atmosphere to disperse air pollutants allowing some to attain relatively high ambient concentrations on a regular basis. Present air quality problems come as a result of extensive industrial, agricultural, and urban development, especially from the widespread and growing use of motor vehicles by Valley residents.

Although there are no ambient monitoring stations in eastern Stanislaus County, knowledge gathered from many years of pollutant monitoring in the San Joaquin Valley does permit some general conclusions about local ambient pollutant levels to be drawn.

Because of the broad geographic distribution of ambient ozone, NO_2, and PM_{10}, the ambient concentrations of these pollutants measured at Modesto are likely to be fairly representative of worst-case conditions in Oakdale. Occasional violations of the ozone and PM_{10} NAAQS/CAAQS would not be expected.

CO levels vary significantly over shorter distance scales (on the order of hundreds of feet, rather than the tens of miles common for ozone) because of their strong association with motor vehicle traffic. Because of Oakdale's lower traffic density, worst-case CO concentrations in downtown Oakdale are probably lower than those measured in Modesto, while CO levels in outlying parts of Oakdale are lower still. Violations of the CO NAAQS/CAAQS would not be expected.

Planning for the attainment and maintenance of NAAQS/CAAQS in the San Joaquin Valley is the responsibility of the SJVUAPCD. To make all deliberate progress toward the attainment of CAAQS (as mandated by the CCAA), the SJVUAPCD finalized an Air Quality Attainment Plan (AQAP) in January 1992. The AQAP includes all feasible emission control measures which are under the jurisdiction of the SJVUAPCD to implement. However, the AQAP does not (and cannot) achieve the five percent per year reductions mentioned in the CCAA, nor does it project specific attainment dates for any of the pollutants which currently exceed CAAQS. The SJVUAPCD is currently developing a regional air quality modeling system, which it hopes will be available for use as a planning tool when the AQAP is updated in 1994.

Future growth in Oakdale will contribute to the air pollution problems in the San Joaquin air basin. Air quality degeneration due to new development under the revised Oakdale General Plan would fall into two general categories: temporary impacts due to construction in accordance with the General Plan and permanent impacts due to operation after build-out.

Construction vehicles/equipment would emit gaseous pollutants as a result of fuel combustion. Clearing, excavation, grading and construction vehicle traffic on unpaved ground, which would contribute to regional ozone problems, have the potential to cause or contribute to NAAQS/CAAQS violations in the vicinity of construction activities.

The Regional Attainment Plan estimated air pollutant emissions in the San Joaquin Valley would decrease by about 30-percent by the year 2000 despite a projected population increase of 800,000. The population growth in Oakdale under the 2015 Area would not be enough, by itself, to come anywhere near exceeding the Attainment Plan estimate.

Air pollutant emissions resulting from the development of the 2015 Boundary area would be comparable or only slightly exceed emission predictions made by the AQAP.

Included within the City's policy program are efforts towards reducing the dependence on automobile dominated circulation network and development. Part of the City's Open Space Action Program is the establishment of a trail and bikeway network linking schools, parks, employment centers and public facilities. Policy and implementation strategies promote and encourage pedestrian oriented development and mixed use concepts. Opportunities for transit are required to be incorporated into larger development proposals.

6.4 Safety

Criteria for safety elements require the City to address emergency evacuation routes, peak-load water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified community hazards. The intent of the safety element is to reduce the potential for death, injuries, property damage, and the economic and social dislocation resulting from natural hazards.

6.4.1 Safety Factors

The major safety factors in Oakdale are seismic hazards, flooding, fire hazards and hazardous waste. These issue are reviewed in the following sections, as they affect conditions in the City. Additional review is provided in the Master EIR document for the General Plan.

Seismic and Geologic Hazards

The Oakdale Study Area is subject to the effects of seismic activity from a number of fault systems in California. Major faults which have historically produced earthquakes of the greatest magnitudes in the Central Valley include the Calaveras, Hayward, and San Andreas faults in the Coast Ranges, the Greenville and Midland faults on the west side of the Valley, and the Sierra Nevada and Owens Valley faults east of the Sierra Nevada. Other active faults in the vicinity of the Study Area include the Bear Mountain and Melones faults of the Foothill fault system east of the Oakdale Study Area, the Tesla-Ortegalita fault in the eastern Coast Ranges, and the Tracy-Stockton fault west of the Planning Area.

Groundshaking is the most widespread hazard associated with seismic activity, and has the greatest potential for causing damage. The probable maximum intensity of groundshaking in the Study Area is VI to VII on the Modified Mercalli Scale. At these intensities, weak plaster and unreinforced masonry structures may be subject to cracking and damage. Weak chimneys may be broken at the roof line, while plaster, loose bricks, stones, tiles, and unbraced parapets may become detached and fall away from associated structures. Household items may be toppled and fall off shelves, and pictures may be shaken from the walls. At an intensity of VII, small slides and caving along sand or gravel banks may result, in addition to damage of concrete irrigation ditches. An additional hazard of groundshaking is the potential for flooding due to the failure of an upstream dam in an earthquake.

Other hazards associated with seismic activity are ground failure, ground displacement, and seiches (earthquake-induced waves). Seiches are discussed below under "Flooding and Dam Inundation." Ground failure refers to events such as landslides, mudslides, rockfalls, seismic settlement, and liquefaction. In the Study Area, landslides, mudslides, and rockfalls are unlikely except in the steep banks of the Stanislaus River channel; liquefaction is most likely in sandy soils near the river. The potential for ground displacement in the Study Area is highly unlikely, as there are no faults which underlie the area.

Flooding

Flooding in the Oakdale area has historically been associated with high flows on the Stanislaus River. However, construction of the New Melones dam has permitted officials to monitor flows within the river and significantly reduce the chances of flooding. Comparison of flood elevations calculated by the Federal Emergency Management Agency (FEMA) with U.S.G.S. topographic river maps indicates that only the most recent river terrace areas would be subject to flooding in the 5-, 10-, 50-, 100-, and 500-year floods. Small areas of localized flooding occur in a few locations.

The Study Area lies within the dam inundation zones of the New Melones and Tulloch dams, located in the foothills east of Oakdale. In case of dam failure at the one of these reservoirs, the entire Planning Area would be subject to inundation at depths of approximately 20 feet. A major earthquake affecting New Melones or Tulloch Reservoirs could also result in a seiche capable of producing substantial flooding downstream. The extent of this flooding would depend on the specifics of the event.

Fire Hazards

Fire services within the City of Oakdale are reviewed in the Public Facilities Chapter (5). Fire hazards in the Oakdale Study Area are primarily associated with urban fires. While the Study Area comprises a significant acreage of open grasslands, the vegetative cover is regularly cropped by grazing livestock and does not represent a significant fuel source for wildfire. Urban fires may be defined as fires which occur in commercial, industrial and residential structures. Most urban fires are caused by human activity, and may result in property damage, injuries, and loss of life.

Over the years, building codes have been established and utilized to reduce the frequency and severity of urban fires. Electrical construction standards have been improved, building separation requirements have been implemented, and fire walls are now required to separate closely sited structures and properties. Buildings which are highly susceptible to fire may also have automatic sprinkler systems installed. Development standards established by the City of Oakdale and Stanislaus County zoning codes, including setback and access requirements, also help to minimize urban fire hazards. However, despite these measures, older buildings which do not meet current building codes and/or were constructed prior to the implementation of protective zoning may represent a significant fire hazard.

Peak-load water supply is defined as "the supply of water available to meet both domestic water and fire fighting needs during the particular season and time of day when domestic water demand on a water system is at its peak." Pipeline sizes, pump capacities, and water storage capacity should be adequate to meet the demand for peak-load water supply. With the exception of water pipes in the older parts of Oakdale which are undersized to accommodate fire flows, the City's water supply system is adequate to meet peak-load water demands.

Hazardous Materials and Waste

A hazardous material is defined as "an injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquefied natural gas, explosives, volatile chemicals, and nuclear fuels." Hazardous materials and wastes pose a threat when improperly treated, stored, transported, or disposed of, or in the event of a spill or accident. The degree of harm created by the release of a hazardous material depends on the toxicity of the substance, the ability of the substance to spread through soil, water or air, and the number of people exposed to the substance.

Within the 2015 Boundary, hazardous materials and wastes primarily include those associated with business and industry, as well as chemical pesticides used in farming. Agricultural pesticides may be particularly difficult to control, as they are often applied aerially and may create a hazard if applied during bad weather conditions or in improper quantities. The transport of hazardous materials within the 2015 Boundary area also represents a significant hazard, particularly if transport is not restricted to designated routes or if adequate emergency response systems are not in place.

The Oakdale Fire Department is responsible for the initial response to a hazardous materials release. Pursuant to the department's Policies for Hazardous Materials Releases, fire department personnel are responsible for the containment and clean up of small-scale releases. If, after assessing the release, the department determines that clean up is beyond the level of its equipment, expertise or manpower, the department will notify the Stanislaus County Department of Environmental Resources, Hazardous Materials Division. The City of Oakdale has participated in the County-wide Hazardous Waste Management Plan. Policies and implementation strategies are covered within Sections 6.5 and 6.6. that follow.

6.5 Guiding Noise, Air Quality and Safety Policies

S1. Maintain and improve emergency services planning within the Oakdale planning area.

S2. The City shall maintain and improve the Multi-hazard Functional Plan that addresses identified hazards (urban fires, flooding, etc.) emergency preparedness and procedures for coordinating public action during times of disaster.

S3. In residential areas where the present noise environment is deemed acceptable, such areas shall be classified as sensitive and be protected.

S4. Avert encroachment of incompatible land uses into areas affected by existing noise-producing uses.

S5. Develop and implement effective strategies to abate and avoid excessive noise exposure by requiring that effective mitigation measures be incorporated into the design of new noise-generating and new noise-sensitive land uses.

S6. An acoustical analysis should be required as part of the environmental review process for proposed projects which include potentially significant noise-generating characteristics.

S7. New development of noise-sensitive uses should not be allowed where the existing noise sources will exceed the noise level standards adopted by the City.

S8. During development review for larger projects, consider including as a condition of approval, the submittal of a construction management plan which outlines efforts which will be undertaken to avoid truck trips during peak hours and on-site efforts which will be undertaken to limit the amount of dust leaving the site.

S9. Strengthen the linkage of Oakdale with inter-city transit and plan for the establishment of multi-modal stations linking public and private transit systems.

S10. Provide parking lots at strategic locations to facilitate Rideshare and transit connections. Promote increased use of car pools/van pools.

S11. Accommodate the use of bicycling as an alternative to motorized transport by establishing bikeways.

S12. Encourage employers to reduce employee trips by flexible work hours, Ridesharing, etc.

S13. Favor transportation-related development that would support the replacement of gasoline or diesel trucks with low-emitting alternative fuel models.

S14. Encourage business and industry compatible with Oakdale's quality of life by avoiding air pollution or hazardous materials uses.

S15. The City shall maintain an efficient fire department and coordinate fire protection services with the Oakdale Rural Fire District.

S16. The City shall maintain a water supply system that is adequate for fire protection purposes.

S17. The City shall require the abatement of fire hazards within all existing buildings through continuous enforcement of relevant codes and ordinances.

S18. The City shall seek to provide adequate storm drainage planning and to provide or require adequate storm drainage facilities to prevent flooding within the community.

S19. Reduce the potential danger to public health and safety from hazardous materials.

S20. Plan the location of hazardous material production, storage and distribution so that it does not unnecessarily impact populated areas.

S21. The City will utilize the California Environmental Quality Act process to review and determine appropriate mitigation measures for uses which may involve the storage, processing or distribution of potentially hazardous materials within the Planning Area.

S22. The City will support the guidelines and regulations of the California Occupational Health and Safety Administration and other state and federal agencies responsible for the regulation of hazardous materials.

S23. The City will request that the State designation of truck routes within the City minimizes the transportation of hazardous materials through residential areas.

S24. The City will continue to enforce its minimum requirement that all new buildings conform to State standards set forth in the Dangerous Building Code contained in the most current edition of the Uniform Building Code.

S25. Encourage and support redevelopment projects and structural modifications which will bring older structures into compliance with current building and safety codes.

S26. Where significant geologic and seismic hazards are evident, shall be required to either avoid them or engineer improvements to minimize exposure of residents or employees.

6.6 Noise, Air Quality and Safety Implementation Policies

186. Utilize standards of distance to noise, to insure residential development cannot be constructed within a determined noise district without buffers.

187. All projects submitted to the City within the areas of influence of the airport should be reviewed with respect to noise and safety considerations, as defined by the City's Airport Master Plan, as amended.

188. Establish greenbelt buffer zones utilizing some form of fast-growing trees or decorative walls and put around perimeter of existing noise manufacturers as part of industrial projects.

189. Evaluate speed limits on proposed arterials (Crane Road and Orsi Road) where necessary to achieve acceptable noise levels in proposed residential neighborhoods, as is currently done for Highway 108/F Street.

190. Locate future high noise-generating industrial uses away from locations most likely to produce conflicts with noise-sensitive uses.

191. Develop and utilize procedures to monitor compliance with the standards of the Noise Element after completion of projects where noise mitigation measures were required.

192. Adopt a community noise control ordinance to provide performance standards for future development.

193. Consider noise mitigation measures in the design of all future streets and highways and when improvements occur along existing highway segments. Measures will emphasize the establishment of buffers between roadways and adjoining noise sensitive areas. For projects close to master planned roadways utilize the ultimate roadway capacity at LOS C and the posted speed limit to estimate maximum future noise impacts.

194. Consider site design techniques as primary needs to minimize noise impact. Example:

    a. Utilize building setbacks to increase the distance between the noise source and receiver.

    b. Promote the placement of noise tolerant land uses such as parking lots, maintenance facilities and utility areas between the noise source and the receptor.

    c. Orient buildings to shield outdoor spaces from a noise source. Quiet outdoor spaces can be provided by creating a U-shaped development which faces a way from the roadway or by clustering lands uses.

195. Encourage multi-use project design in commercial neighborhood centers that make use of pedestrian oriented design concepts.

196. Where architectural design treatments fail to adequately reduce noise levels or will significantly increase the costs of land developments, require the use of noise barriers in landscaped berms in combination.

197. Coordinate with other jurisdictions in preparation and adoption of air quality measures to be used in considering future development. Approve development that could significantly impact air quality, either individually or cumulatively, if it is conditioned with reasonable mitigation measures to avoid, minimize or offset the impact. Measures should be of mutual benefit and to ensure that no jurisdiction is placed at an economic disadvantage.

198. Maintain an efficient fire department ensuring adequate manpower and equipment to provide protection both within the City and through coordinated mutual aid agreements throughout the City's expanded Planning area.

199. Enforce a weed abatement program and other relevant codes and ordinances designed to abate fire hazards. Encourage installation of private early-warning and fire suppression systems.

200. Require that new development have adequate water supply systems to ensure an adequate supply for fire suppression purposes.

201. Include at least two fire-access routes for all larger new development projects.

202. Support local, state and federal programs designed to inform and educate the public concerning fire prevention and suppression.

203. Place added responsibility for control and fire prevention on the private sector through the use of effective methods and systems.

204. As the City expands, adjustments to the City's and adjacent Oakdale Rural Fire Districts boundaries will require joint powers agreements and other mechanisms to provide emergency response to the City and the greater Oakdale area.

205. Promote the 911 emergency system, Neighborhood Watch systems, and similar crime prevention activities and programs.

206. Project drainage systems should be adequately maintained and cleaned on a regular basis to ensure efficient transport of storm water through the project site and to avoid localized flooding due to debris blockage.

207. The City will review the Zoning Ordinance to ensure that any uses which may involve the storage, processing or distribution of hazardous materials are either not permitted in proximity to populated areas or are permitted only after first having secured a conditional-use permit.

208. Locate truck routes within the City to avoid the transportation of hazardous materials in residential areas.

209. Encourage efforts to identify old hazardous materials storage and disposal sites.

210. Ensure appropriate mitigation measures are implemented for uses which may involve the storage, processing or distribution of potentially hazardous materials within the City or the City's Sphere of Influence.

211. Locate truck routes avoiding transport of hazardous materials in residential and other sensitive land use areas such as hospitals, schools, and stadiums or other facilities where people congregate.

212. Continue to enforce the minimum requirement that all new buildings conform to state standards set forth in the Dangerous Building Code contained in the most current edition of the Uniform Building Code.

213. Based on available inundation maps for Tulloch Dam and New Melones Dam, the City should develop and publicize emergency evacuation routes to be used in case of dam failure.

214. Update and maintain a plan which addresses emergency preparedness and procedures for coordinating public action during times of disaster. Expand the plan, as necessary, to include methods of providing medical care, escape routes, temporary housing, and communication systems in the event of earthquakes, flooding, dam failure inundation, fire, hazardous materials release, or other public emergency.

215. Establish design criteria for publicly accessible river corridors, detention basins and drainage facilities to minimize potential for accidents and injury.

216. Design public and private spaces to minimize opportunities for criminal activity.

217. Law enforcement hazards shall be identified in project review and shall be prevented or mitigated to an acceptable level.

218. Determine the feasibility of establishing mechanisms, such as a service assessment district, to assist in funding police operations and facilities to enable the City to maintain an adequate level of police equipment and personnel consistent with City growth or needs.

219. Use zoning regulation and other local regulatory authority to reduce the need for police services; e.g., use of restrictions, private security, surveillance standards, and design features to improve safety.

220. Encourage a range of health related facilities within the Community to meet the needs of a growing population, including rehabilitation centers.

221. Continue to work with the Oak Valley Hospital District with their plans for expansion of facilities and services. To avoid neighborhood impacts new facilities should be encouraged to be concentrated and expanded multi-story versus using residentially developed areas.

222. Implement the Bicycle and Pedestrian Master Plan into future development where feasible. [GPA approved by City Council, June 17, 2002]

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GENERAL PLAN GLOSSARY

ABBREVIATIONS

ADT
Average daily trips made by vehicles or persons in a 24-hour period.

ALUC
Airport Land Use Commission

CEQA
California Environmental Quality Act

CIP
Capital Improvements Program

CMP
Congestion Management Plan

CNEL
Community Noise Equivalent Level

COG
Council of Governments

EIR
Environmental Impact Report

FAR
Floor Area Ratio

FIRM
Flood Insurance Rate Map

HCD
Housing and Community Development Department of the State of California

LAFCO
Local Agency Formation Commission

LOS
Level of Service

PD
Planned Development

UBC
Uniform Building Code

SRO
Single Room Occupancy

TDM
Transportation Demand Management

TSM
Transportation Demand Management

VMT
Vehicle Miles Traveled

Access/Egress
The ability to enter a site from a roadway and exit a site onto a roadway by motorized vehicle.

Acres, Gross
The entire acreage of a site. Most communities calculate gross acreage to the centerline of proposed bounding streets and to the edge of the right-of-way of existing or dedicated streets.

Acres, Net
The portion of a site that can actually be built upon. The following generally are not included in the net acreage of a site: public or private road rights-of-way, public open space, and flood ways.

Affordable Housing
Housing capable of being purchased or rented by a household with very-low, low-, or moderate-income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing including utilities.

Agency
The governmental entity, department, office, or administrative unit responsible for carrying out regulations.

Agriculture
Use of land for the production of food and fiber, including the growing of crops and/or the grazing of animals on natural prime or improved pasture land.

Arterial
A major street carrying volumes of relatively high speed traffic from local and collector streets to and from freeways and other major

streets. These streets have controlled intersections and generally provide limited direct access to abutting properties.

Bikeways
A term that encompasses bicycle lanes, bicycle paths and bicycle routes.

Buffer Zone
An area of land separating two distinct land uses that acts to soften or mitigate the effects of one land use on the other.

Building
Any structure used or intended for supporting or sheltering any use or occupancy.

Building Height
The vertical distance from the average contact ground level of a building to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the mean height level between eaves and ridge for a gable, hip, or gambrel roof. The exact definition varies by community. For example, in some communities building height is measured to the highest point of the roof, not including elevator and cooling towers.

Buildout; Build-out
Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations. (See "Carrying Capacity.")

California Environmental Quality Act (CEQA)
A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project. General Plans require the preparation of a "program EIR".

Caltrans
California Department of Transportation.

Capital Improvements Program (CIP)
A program, administered by a city or county government and reviewed by its planning commission, which schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually, for conformance to and consistency with the general plan.

Carbon Dioxide
A colorless, odorless, non-poisonous gas that is a normal part of the atmosphere.

Carbon Monoxide
A colorless, odorless, highly poisonous gas produced by automobiles and other machines with internal combustion engines that imperfectly burn fossil fuels such as oil and gas.

Carrying Capacity
Used in determining the potential of an area to absorb development: (1) The level of land use, human activity, or development for a specific area that can be accommodated permanently without an irreversible change in the quality of air, water, land, or plant and animal habitats. (2) The upper limits of development beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired. (3) The maximum level of development allowable under current zoning. (See "Buildout.")

Channelization
(1) The straightening and/or deepening of a watercourse for purposes of storm-runoff control or ease of navigation. Channelization often includes lining of stream banks with a retaining material such as concrete. (2) At the intersection of roadways, the directional separation of traffic lanes through the use of curbs or raised islands that limit the paths that vehicles may take through the intersection.

Circulation Element
One of seven State-mandated elements of a local general plan, it contains adopted goals, policies and implementation programs for the planning and management of existing and proposed thoroughfares, transportation routes, and terminals, as well as local public utilities and facilities, all correlated with the land use element of the general plan.

Clear Zone
That section of an approach zone of an airport where the plane defining the glide path is 50 feet or less above the center-line of the runway. The clear zone ends where the height of the glide path above ground level is

above 50 feet. Land use under the clear zone is restricted.

Collector
Relatively-low-speed (25-30 mph), relatively-low-volume (5,000-20,000 average daily trips) street that provides circulation within and between neighborhoods. Collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to the arterial network.

Commercial
A land use classification that permits facilities for the buying and selling of commodities and services.

Community Noise Equivalent Level (CNEL)
A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dBA applied to the evening (7 PM to 10 PM) and nighttime (10 PM to 7 AM) periods, respectively, to allow for the greater sensitivity to noise during these hours.

Community Park
A park or facility developed primarily to meet the requirements of a large portion of the City. The location serves an area within a three mile radius. The size is generally from six to sixty acres.

Community Redevelopment Agency
A local agency created under California Redevelopment Law, or a local legislative body which has elected to exercise the powers granted to such an agency, for the purpose of planning, developing, re-planning, redesigning, clearing, reconstructing, and/or rehabilitating all or part of a specified area with residential, commercial, industrial, and/or public (including recreation) structures and facilities. The redevelopment agency's plans must be compatible with adopted community general plans.

Compatible
Capable of existing together without conflict or ill effects.

Congestion Management Plan (CMP)
A mechanism employing growth management techniques, including traffic level of service requirements, standards for public transit, trip reduction programs involving transportation systems management and jobs/housing balance strategies, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. AB 1791, effective August 1, 1990, requires all cities, and counties that include urbanized areas, to adopt by December 1, 1991, and annually update a Congestion Management Plan.

Conservation
The management of natural resources to prevent waste, destruction, or neglect. The state mandates that a Conservation Element be included in the general plan.

Conservation Element
One of the seven State-mandated elements of a local general plan, it contains adopted goals, policies, and implementation programs for the conservation, development, and use of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals and other natural resources.

Consistent
Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

County
County with a capital "C" generally refers to the government or administration of a county. County with a lower case "c" may mean any county, or may refer to the geographical area of a county (e.g., the county's road system.

Cul-de-sac
A short street or alley with only a single means of ingress and egress at one end and with a large turnaround at its other end.

Cumulative Impact
As used in CEQA, the total impact resulting from the accumulated impacts of individual projects or programs over time.

dB
Decibel; a unit used to express the relative intensity of a sound as it is heard by the human ear.

dBA
The "A-weighted" scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

Dedication
The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city or county.

Defensible space
(1) In fire-fighting and prevention, a 30-foot area of non-combustible surfaces separating urban and wild land areas. (2) In urban areas, open spaces, entry points, and pathways configured to provide maximum opportunities to rightful users and/or residents to defend themselves against intruders and criminal activity.

Density, Residential
The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per gross acre or per net developable acre. (See "Acres, Gross", and "Developable Acres, Net.")

Density Bonus
The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California law, a housing development that provides 20-percent of its units for lower-income households, or ten-percent of its units for very-low income households, or 50-percent of its units for seniors, is entitled to a density bonus. (See "Development Rights, Transfer of.")

Design Review
The comprehensive evaluation of a development and its impact on neighboring properties and the community as a whole, from the standpoint of site and landscape design, architecture, materials, colors, lighting, and signs, in accordance with a set of adopted criteria and standards. "Design Review" usually refers to a system set up outside of the zoning ordinance, whereby projects are reviewed against certain standards and criteria by a specially established design review board or committee.

Discourage, v.
To advise or persuade to refrain from.

Duplex
A detached building under single ownership that is designed for occupation as the residence of two families living independently of each other.

Dwelling Unit
A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), that constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

Easement
Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

Endangered Species
A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

Environment
CEQA defines environment as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance."

Environmental Impact Report (EIR)
A report required of general plans by the California Environmental Quality Act and which assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action. (See "California Environmental Quality Act.")

Exaction
A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

Expansive Soils
Soils that swell when they absorb water and shrink as they dry.

Expressway
A divided multi-lane major arterial street for through traffic with partial control of access and with grade separations at major intersections.

Family
(1) Two or more persons related by birth, marriage, or adoption (U.S. Bureau of the Census). (2) An individual or a group of persons living together who constitute a bona fide single-family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club, or other group of persons occupying a hotel, lodging house or institution of any kind (California).

Fault
A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Finding(s)
The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

Flood, 100-Year
The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or one percent, change of occurring in any given year.

Flood Insurance Rate Map (FIRM)
For each community, the official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to that community.

Flood Plain
The relatively level land area on either side of the banks of a stream regularly subject to flooding. That part of the flood plain subject to a one percent chance of flooding in any given year is designated as an "area of special flood hazard" by the Federal Insurance Administration.

Floodway
The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the "base flood" without cumulatively increasing the water surface elevation more than one foot. No development is allowed in floodways.

Floor Area Ratio (FAR)
The gross floor area permitted on a site divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net sq. ft. of land area, a Floor Area Ratio of 1.0 will allow a maximum of 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 sq. ft. of floor area; an FAR of 2.0 would allow 20,000 sq. ft.; and an FAR of 0.5 would allow only 5,000 sq. ft. Also commonly used in zoning, FARs typically are applied on a parcel-by-parcel basis as opposed to an average FAR for an entire land use or zoning district.

Gateway
A point along a roadway entering a city or county at which a motorist gains a sense of having left the environs and of having entered the city or county.

General Plan
A compendium of city or county policies regarding long-term development, in the form of maps and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65391 and adopted by the City Council or Board of Supervisors. In California, the General Plan has 7 mandatory elements (circulation, Conservation, Housing, Land Use, Noise, Open Space, Safety and Seismic Safety) and may include any number of optional elements (such as Air Quality, Economic Development, Hazardous Waste, and Parks and Recreation). The General Plan may also be called a "City Plan," "Comprehensive Plan," or "Master Plan".

Goal
A general, overall, and ultimate purpose, aim, or end toward which the City or County will direct effort.

Groundwater
Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Growth Management
The use by a community of a wide range of techniques in combination to determine the amount, type, and rate of development desired by the community and to channel that growth into designated areas. Growth management policies can be implemented through growth rates, zoning, capital improvement programs, public facilities ordinances , urban limit lines, standards for levels of service, and other programs. (See "Congestion Management Plan.")

Habitat
The physical location or type of environment in which an organism or biological population lives or occurs.

Hazardous Material
Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

Highway
High-speed, high-capacity, limited-access transportation facility serving regional and county-wide travel. Highways may cross at a different grade level.

Historic; Historical
An historic building or site is one that is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

Household
All those persons, related or unrelated, who occupy a single housing unit.

Housing and Community Development Department of the State of California (HCD)
The State agency that has principal responsibility for assessing, planning for, and assisting communities to meet the needs of low- and moderate-income households.

Housing Element
Article 10.6 of the California Government code requires each city and county to prepare and maintain a current Housing Element as part of the community's General Plan in order to attain a statewide goal of providing "decent housing and a suitable living environment for every California family." Under State law, Housing Elements must be updated every five years.

Housing Unit
The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost. (See "Dwelling Unit," "Family", and "Household".)

Hydrocarbons
A family of compounds containing carbon and hydrogen in various combinations. They are emitted into the atmosphere from manufacturing, storage and handling, or combustion of petroleum products and through natural processes. Certain hydrocarbons interact with nitrogen oxides in the presence of intense sunlight for form photochemical air pollution.

Impact
The effect of any direct man-made actions or indirect repercussions of man-made actions on existing physical, social, or economic conditions.

Impact Fee
A fee, also called a development fee, levied on the developer of a project city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000, et seq. specifies that development fees shall not exceed the

estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document property restrictions on use of the fund.

Implementation
Actions, procedures, programs, or techniques that carry out policies.

Industrial
The manufacture, production, and processing of consumer goods. Industrial is often divided into "heavy industrial" uses, such as construction yards, quarrying, and factories; and "light industrial" uses, such as research and development and less intensive warehousing and manufacturing.

Infill Development
Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.

Infrastructure
Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

In Lieu Fee
(See "Dedication, In lieu of.")

Jobs/Housing Balance; Jobs/Housing Ratio
The availability of affordable housing for employees. The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

Landscaping
Planting--including trees, shrubs, and ground covers--suitably designed, selected, installed, and maintained as to enhance a site or roadway permanently.

Land Use Classification
A system for classifying and designating the appropriate use of properties.

Land Use Element
A required element of the General Plan that uses text and maps to designate the future use or reuse of land within a given jurisdiction's planning area. The land use element services as a guide to the structuring of zoning and subdivision controls, urban renewal and capital improvements programs, and to official decisions regarding the distribution and intensity of development and the location of public facilities and open space.

Land Use Regulation
A term encompassing the regulation of land in general and often used to mean those regulations incorporated in the General Plan, as distinct from zoning regulations (which are more specific).

L_{dn}
Day-Night Average Sound Level. The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The L_{dn} is approximately numerically equal to the CNEL for most environmental settings.

L_{eq}
The energy equivalent level, defined as the average sound level on the basis of sound energy (or sound pressure squared). The L_{eq} is a "dosage" type measure and is the basis for the descriptors used in current standards, such as the 24-hour CNEL used by the State of California.

Level of Service (LOS)
(1) A scale that measures the amount of traffic a roadway may be capable of handling on a roadway or at the intersection of roadways. Levels range from A to F, with A representing the highest level of service, as follows:

Level of Service A
Indicates a relatively free flow of traffic, with little or no limitation on vehicle movement or speed.
Level of Service B
Describes a steady flow of traffic, with only slight delays in vehicle movement and speed. All queues clear in a single signal cycle.
Level of Service C
Denotes a reasonably steady, high-volume flow of traffic, with some limitations on movement and speed, and occasional backups on critical approaches.
Level of Service D

Denotes the level where traffic nears an unstable flow. Intersections still function, but short queues develop and cars may have to wait through one cycle during short peaks.

Level of Service E

Describes traffic characterized by slow movement and frequent (although momentary stoppages. This type of congestion is considered severe, but is not uncommon at peak traffic hours, with frequent stopping, long-standing queues, and blocked intersections.

Level of Service F

Describes unsatisfactory stop-and-go traffic characterized by "traffic jams" and stoppages of long duration. Vehicles at signalized intersections usually have to wait through one or more signal changes, and "upstream" intersections may be blocked by the long queues.

(2) Some communities in California are developing standards for levels of service relating to municipal functions such as police, fire, and library service, These standards are incorporated in the General Plan or in separate "Level of Service Plans".

Liquefaction

The transformation of loose water-saturated granular materials (such as sand or silt) from a solid into a liquid state. A type of ground failure that can occur during an earthquake.

Local Agency Formation Commission (LAFCO)

A five- or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCO is empowered to approve, disapprove, or conditionally approve such proposals. The LAFCO members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include two representatives of special districts.

Local Street

A street which primarily serves as access to abutting properties characterized by traffic with low speeds, low volumes and relatively short trip lengths.

Low-income Household

A household with an annual income usually no greater than 80 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See "Area.")

May

That which is permissible.

Median Strip

The dividing area, either paved or landscaped, between opposing lanes of traffic on a roadway.

Minimize, v.

To reduce or lessen, but not necessarily to eliminate.

Mixed-use

Properties on which various uses, such as office, commercial, institutional, and residential are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.

Moderate-income Household

A household with an annual income between the lower income eligibility limits and 120-percent of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See "Area" and "Low-income Household.")

Multiple Family Building

A detached building designed and used exclusively as a dwelling by three or more families occupying separate suites.

Neighborhood Park

City- or county-owned land intended to serve the recreation needs of people living or working within one-half mile radius of the park.

Nitrogen Oxide(s)
A reddish brown gas that is a byproduct of combustion and ozone formation processes. Often referred to as NOX, this gas gives smog its "dirty air" appearance.

Noise
Any sound that is undesirable because it interferes with speech and hearing, or is intense enough to damage hearing, or is otherwise annoying. Noise, simply, is "unwanted sound".

Noise Attenuation
Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

Noise Contour
A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 L_{dn} contour (measured in dBA) require noise attenuation in residential development.

Noise Element
One of the seven State-mandated elements of a local general plan, it assesses noise levels of highways and freeways, local arterials, railroads, airports, local industrial plants, and other ground stationary sources, and adopts goals, policies, and implementation programs to reduce the community's exposure to noise.

Non-attainment
The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality.

Non-conforming Use
A use of a structure of land that was lawfully established and maintained, but which does not conform with the regulations or required conditions for the district in which it is located by reason of adoption or amendment of this Title or by reason for annexation of territory to the city.

Open Space Element
One of the seven State-mandated elements of a local general plan, it contains an inventory of privately, and publicly owned open-space lands, and adopted goals, policies, and implementation programs for the preservation, protection and management of open space lands.

Open Space Land
Any parcel or area of land or water that is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety.

Ordinance
A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Outer Approach Zone
Airspace in which an air-traffic controller initiates radar monitoring for incoming flights approaching an airport.

Overlay
A land use designation on the Land Use Map, or a zoning designation on a zoning map, that modified the basic underlying designation in some specific manner.

Ozone
A tri-atomic form of oxygen (O_3) created naturally in the upper atmosphere by a photochemical reaction with solar ultraviolet radiation. In the lower atmosphere, ozone is a recognized air pollutant that is not emitted directly into the environment, but is formed by complex chemical reactions between oxides of nitrogen and reactive organic compounds in the presence of sunlight, and becomes a major agent in the formation of smog.

Parcel
A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Parking, Shared
A public or private parking area used jointly by two or more uses.

Parks
Open space lands whose primary purpose is creation. (See "Open Space Land," "Community Park," and "Neighborhood Park.")

Plan Line
A precise line that establishes future rights-of-way along any portion of an existing or proposed street or highway and which is depicted on a map showing the streets and lot line or lines and the proposed right-of-way lines, and the distance thereof from the established centerline of the street or highway, or from existing or established property lines.

Planned Development (PD)
A description of a proposed unified development consisting at a minimum of a map and adopted ordinance setting forth the regulations governing, and the location and phasing of all proposed uses and improvements to be included in the development.

Planning Area
The Planning Area is the land area addressed by the General Plan. For a city, the Planning Area boundary typically coincides with the Sphere of Influence and encompasses land both within the City Limits and potentially annexable land.

Policy
A specific statement of principle or of guiding actions that implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program. (See "Program.")

Professional Offices
A use providing professional or consulting services in the fields of law, medicine, architecture, design, engineering, accounting, and similar professions, but not including financial institutions or real estate or insurance offices.

Program
An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal or objective. Policies and programs establish the "who", "how" and "when" for carrying out the "what" and "where" of goals and objectives.

Pro Rata
Refers to the proportionate distribution of something to something else or to some group, such as the cost of infrastructure improvements associated with new development apportioned to the users of the infrastructure on the basis of projected use.

Protect, v.
To maintain and preserve beneficial uses in their present condition as nearly as possible.

Public and Quasi-public Facilities
Institutional, academic, governmental and community service uses, either publicly owned or operated by non-profit organizations.

Rare or Endangered Species
A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Recreation, Passive
Type of recreation or activity that does not require the use of organized play areas.

Redevelop, v.
To demolish existing buildings; or to increase the overall floor area existing on a property; or both; irrespective of whether a change occurs in land use.

Regional
Pertaining to activities or economics at a scale greater than that of a single jurisdiction, and affecting a broad geographic area.

Residential
Land designated in the City or County General Plan and zoning ordinance for buildings consisting only of dwelling units. May be improved, vacant, or unimproved. (See "Dwelling Unit.")

Residential, Multiple Family
Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single-Family
A single dwelling unit on a building site.

Right-of-way
A strip of land occupied or intended to be occupied by certain transportation and public

use facilities, such as roadways, railroads, and utility lines.

Riparian Lands
Riparian lands are comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.

Risk
The danger or degrees of hazard or potential loss.

Sanitary Sewer
A system of subterranean conduits that carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (that carry surface water) and septic tans or leech fields (that hold refuse liquids and waste matter on-site).

Second Unit
A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. Sometimes called "Granny Flat".

Section 8 Rental Assistance Program
A federal (HUD) rent-subsidy program that is one of the main sources of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30-percent of the household's adjusted gross monthly income (GMI). "Section 8" includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Seismic
Caused by or subject to earthquakes or earth vibrations.

Setback
The horizontal distance between the property line and any structure.

Shall
That which is obligatory or necessary.

Shopping Center
A group of commercial establishments, planned, developed, owned, or managed as a unit, with common off-street parking provided on the site.

Should
Signifies a directive to be honored if at all possible.

Sign
Any representation (written or pictorial) used to convey information, or to identify, announce, or otherwise direct attention to a business, profession, commodity, service or entertainment, and placed on, suspended from, or in any way attached to, any structure, vehicle, or feature of the natural or manmade landscape.

Significant Effect
A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area's air, water, and land resources.

Site
A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot.

Slope
Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Solid Waste
General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood. Organic wastes and paper products comprise about 75 percent of typical urban solid waste.

Specific Plan
Under Article 8 of the Government Code (§65450 et seq), a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation that may be necessary or convenient for the systematic implementation of any General Plan element(s).

Sphere of Influence
The probably ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCO) of the County.

Standards
(1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (§65302) requires that general plans spell out the objectives, principles, "standards," and proposals of the general plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and improve, or the "traffic Level of Service" (LOS) that the plan hopes to attain. (2) Requirements in a zoning ordinance that govern building and development as distinguished form use restrictions--for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

Topography
Configuration of a surface, including its relief and the position of natural and man-made features.

Traffic Model
A mathematical representation of traffic movement within an area or region based on observed relationships between the kind and intensity of development in specific areas. Many traffic models operate on the theory that trips are produced by persons living in residential areas and are attracted by various non-residential land uses.

Transit, Public
A system of regularly-scheduled buses and/or trains available to the public on a fee-per-ride basis. Also called "Mass Transit".

Urban
Urban areas are defined as generally those parts of the jurisdiction that are designated in the General Plan primarily for multiple family housing, with smaller areas designated for high density single-family homes: low to moderate density commercial/industrial uses; and many other accompanying uses. Urban areas usually include clusters of residential buildings (apartments and condominiums) up to three or four stories in height and single-family homes on relatively small lots. Many commercial strips along major arterial roads are considered urban areas.

Use Permit
The discretionary and conditional review of an activity or function or operation on a site or in a building or facility.

Utility Corridors
Rights-of-way or easements for utility lines on either publicly or privately owned property. (See "Right-of-way" or "Easement.")

Vacant
Lands or buildings that are not actively used for any purpose.

Vehicle-Miles Travelled (VMT)
A key measure of overall street and highway use. Reducing VMT is often a major objective in efforts to reduce vehicular congestion and achieve regional air quality goals.

Very Low-income Household
A household with an annual income usually no greater than 50-percent of the area median-family income adjusted by a household size, as determined by a survey of incomes conducted by a city or a county, or int he absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See "Area.")

View Corridor
The line of sight--identified as to height, width, and distance--of an observer looking toward an object of significance to the community (e.g., ridge line, river, historic building, etc.); the route that directs the viewers attention.

Viewshed
The area within view from a defined observation point.

Wetlands
Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water. Under a "unified" methodology now used by all federal agencies, wetlands are defined as "those areas meeting certain criteria for hydrology, vegetation, and soils".

Williamson Act

Known formally as the *California Land Conservation Act of 1965*, it was designed as an incentive to retain prime agricultural land and open space in agricultural use, thereby slowing its conversion to urban and suburban development. The program entails a ten-year contract between the City or County and an owner of land whereby the land is taxed on the basis of is agricultural use rather than its market value. The land becomes subject to certain enforceable restrictions, and certain conditions need to be met prior to approval of an agreement.

Zoning

The division of a city or county by legislative regulations into areas, or zones, that specify allowable uses for rear property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

Zoning District

A designated section of a city or county for which prescribed land use requirements and building and development standards are uniform.

Zoning Map

Government Code §65851 permits a legislative body to divide a county, a city, or portions thereof, into zones of the number, shape, and area it deems best suited to carry out the purposes of the zoning ordinance. These zones are delineated on a map or maps, called the Zoning Map.■